

VIRGINIA'S WELFARE REFORM

EMPLOYMENT INITIATIVE FOR HARD-TO-SERVE TANF CLIENTS:

**Quantitative Assessment of Programs Delivered by
Local Departments of Social Services**

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EXECUTIVE SUMMARY

In late August of 2000, the Virginia Department of Social Services (VDSS) solicited proposals for diverse service approaches and strategies to move TANF clients from welfare to work. The solicitation was aptly titled *Virginia's Welfare Reform: Employment Strategies for the Hard-to-Serve*.¹ In 1999, the Virginia General Assembly appropriated funds for this initiative pursuant to the Department's submission of their plan for addressing the needs of “hard-to-serve” (HtS) TANF clients.

As a result of the solicitation, \$7,016,777 was allocated across the 80 local Departments of Social Services (LDSSs) participating in the TANF HtS Initiative during fiscal year 2002 (FY02). Of the total amount allocated, \$4,423,764, or 63%, was expended. Project focus areas included assessment and case management, education, learning disability, substance abuse, mental health, domestic violence, transportation, child care, and job readiness training. DSS also provided funding to continue a collaborative initiative with the Department of Mental Health, Mental Retardation and Substance Abuse Services (DMHMRSAS) for substance abuse projects in three major areas of Virginia: Richmond City, Norfolk, and Roanoke City. Funds were also provided for transportation projects that helped TANF clients acquire cars.

VDSS contracted with the Center for Public Policy (CPP) at Virginia Commonwealth University (VCU) to conduct a one-year evaluation of Virginia’s TANF HtS projects to determine how effective the HtS projects were in helping TANF clients address their multiple barriers to employment and transition into employment. The evaluation covered the first full year of HtS projects, from July 2001 through June 2002.

¹ Virginia's Welfare Reform: Employment Strategies for the Hard-to-Serve. RFP # BEN-01-001. Issue date: August 31, 2000.

Participants in the TANF HtS Evaluation

A total of 2,834 TANF clients received services through the TANF HtS initiative², 1,664 (59%) consented to participate in the evaluation. The majority of TANF clients participating in the TANF HtS evaluation were mandated to participate in the Department's employment program called VIEW (Virginia Initiative for Employment not Welfare). One-half were white and one-half were African-American. Approximately one-half had never been married, and about one-half had less than a high school education.

Barriers to Employment

During the course of the TANF HtS evaluation, data were collected on client barriers to employment. Barriers were focused on prior employment history, job retention history, transportation, child care, legal/criminal entanglements, homelessness, domestic violence, motivation, family issues, learning disability, physical disability, mental health issues, mental retardation, substance abuse, and functional educational level.

Screening for Barriers. Statewide, 48% of the evaluation participants were screened for all 15 barriers.³ In the western region, 85% were screened for all 15 barriers as compared to 21%, 22%, 42%, and 48% in the eastern, piedmont, northern, and central regions respectively. The differences likely relate to the use of a comprehensive screening and assessment tool by the project sites in the western region (the eight Coalfield localities and the five in New River Valley).

Barriers that are more easily identified through self-report or observation were assessed for the vast majority of the 1,664 TANF clients in the HtS evaluation. These barriers were related to transportation, family issues, employment history, and child care issues. Barriers that required additional activities, such as diagnostic evaluations by certified/licensed professionals, to confirm or refute their existence were less frequently assessed. Examples of these barriers included mental health issues, learning disabilities, and mental retardation.

² This number is based on LDSS reports listing the number of TANF clients served that did not consent to participate in the TANF HtS evaluation and information from the TANF HtS evaluation study database containing information on TANF HtS clients participating in the TANF HtS evaluation.

³ The TANF client was determined to either have a barrier or not have a barrier through one or more of the following methods: self-report, observation, secondary data source, screening, or diagnostic work-up.

Presence of Barriers to Employment. For each barrier for which a TANF client was screened, project staff were asked to identify if it was a problem based on self-report, observation, or secondary data sources. The most frequently identified barriers were a lack of transportation, poor job retention history, and a lack of child care. Homelessness and mental retardation were the least frequently identified barriers.

Approximately 70% of the TANF clients participating in the evaluation had between two and six barriers to employment. This is significant given the fact that TANF clients with multiple barriers to employment typically need more intensive services over a longer period of time in order to be successful in the job market.⁴

Regional Differences and TANF Client Barriers. There were regional differences noted with regard to client barriers. Across the Commonwealth, 65% of TANF HtS clients were determined to have barriers related to transportation. The percent was slightly higher in the piedmont, western, and central regions with 71% of clients in each of these areas being identified as having a transportation barrier. In the northern region, 53% of the clients were identified as having a transportation barrier.

With regard to child care, HtS projects in the central region reported that 74% of their TANF clients had this as a barrier compared to 54% overall. Piedmont had a higher percent of clients with job retention issues, 74%, as compared to 60% of TANF clients across the Commonwealth.

Services Received

The most frequently occurring services and interventions were ongoing case management (56%), employment counseling (47%), and job search (47%). The least frequently occurring were services related to family literacy (<1%) and participation in external diploma programs (<1%).

⁴ Pavetti, D., Strong, D., Bajaj, R., Jacobson, J., Lloyd, C., Nagatoshi, C., Rosso, R., & Stieglitz, A. (2001). *Work-Based Strategies for Hard-to-Employ TANF Recipients: A Preliminary Assessment of Program Models and Dimensions*. Mathematica Policy Research, Inc. Available at: <http://www.mathematica-mpr.com/publications/PDFs/workbasedTANF.pdf>.

Employment

Attempts were made to compare the characteristics of the 1,105 TANF clients who entered employment at least once ("job placement") to the 559 who did not.⁵ Those without job placements were more likely to be in exempt status, 36% as compared to 6%. Individuals with one or more job placements were more likely to be in VIEW as compared to their counterparts with no job placement history, 86% versus 56%. Also, they tended to be in VIEW longer than their counterparts with no job placement history. Individuals with at least one job placement tended to be older; 70% were 25 years of age or older as compared to 60% of those with no history of job placements. Those with job placements were more likely to have a high school education, 55% as compared to 49%. Also, they were likely to have fewer barriers to employment than their counterparts who had no history of job placements.

Days to Employment. Virginia's TANF policy requires that TANF clients be engaged in a work activity within 90 days of their assignment to VIEW. For VIEW clients participating in the TANF HtS study, the average length of time from VIEW enrollment to employment was 57 days with a median of 42 days. It is not known if these clients were enrolled continuously in VIEW or if they transitioned in and out of VIEW. The average number of days may be shorter than that reflected above if clients transitioned in and out of VIEW resulting in intermittent stoppage of the TANF client's 24-month "clock" or time limit on TANF. The 90-day requirement applies only to those in the VIEW program.

Type of Occupation. In terms of occupation type, about one-quarter of TANF HtS clients were employed in the food services area. The next most frequently occurring occupations were cashier/teller, housekeeping/janitorial, and production work/assembly. Findings were similar whether the employment episode started before, during, or after receipt of services funded through the TANF HtS initiative.

⁵ Based on available data, 1,105 individuals had at least one job placement, at some point in time; 559 individuals had no job placements at all.

Job Retention. Of the 851 TANF clients with an employment start date prior to April 01, 2002⁶, 75% retained employment in the first quarter (n=634). Of the 466 retaining employment in the first quarter and completing the second quarter, 86% retained their employment in the second quarter. Of the 300 retaining employment in the first and second quarters and completing the third quarter, 93% retained their employment in the third quarter. Finally, of the 173 retaining employment for the first three quarters and completing the fourth quarter, 97% retained their employment all four quarters.⁷ This suggests that a critical period for employed clients is the first three months after entering employment. Due to the relatively short duration of the study, it is suggested that VDSS continue to track evaluation participants, and the VIEW population as a whole, to determine their long-term employment outcomes.

*Characteristics of TANF Client based on Employment Retention*⁸. The characteristics of TANF clients who retained their last job as of June 30, 2002 were compared to TANF clients who failed to retain employment as of June 30, 2002. There was little difference in retention status based on age, gender, race/ethnicity, or marital status. Differences were noted based on education, TANF status, and number of employment barriers. Those with a high school education or higher tended to have more success at retaining their job. Of those with sustained employment, 57% had at least a high school education as compared to 51% for those who failed to retain their employment. Also, those who were in VIEW for shorter periods of time had greater likelihood of retaining employment. Of those with sustained employment, 46% had been in VIEW between zero and six months as compared to 40% for those who failed to retain their employment. Finally, a greater number of barriers appeared to be associated with a decreased likelihood of job retention.

⁶ TANF clients obtaining employment in the last quarter of FY02 (April, May or June) were excluded from the analysis. Since the TANF HtS evaluation ended on June 30, 2002, clients with employment start dates in the last quarter were unable to be tracked for one full quarter.

⁷ Some TANF clients were excluded from each analysis per quarter because, based on the start date of their last employment, 91.25 days may not have elapsed since the end of the last quarter.

⁸ Included in the analysis are all TANF clients with at least one employment record in the ESPAS database.

Barriers and Job Placements. Anecdotal reports from LDSS staff and others in the social service field suggest that TANF clients who have a greater number of barriers to employment have greater difficulty retaining employment. Of the 1,664 TANF clients participating in the HtS evaluation, nearly 75% of those with no barriers to employment had only one employment start date. However, as the number of barriers to employment increased, the incidence of one employment start date decreased and the incidence of no employment start dates increased.

These findings indicate that TANF clients with a greater number of barriers are less likely to obtain employment at all as compared to their counterparts with fewer barriers to employment. The number of barriers not only impacts job retention but also one's ability to obtain a job.

Wages and Hours and Repeated Job Placements. The relationship between repeated job placements and wage advancement was examined for the 1,105 clients who had at least one job placement since enrolling in TANF. TANF clients with one job placement earned, on average, \$6.49 an hour as compared to \$6.12 an hour for other TANF clients (in a job placement) who have five or more barriers to employment. This finding seems to refute the idea that repeated job exposures are associated with wage advancement. In reality, based on findings from this evaluation, repeated job placements are associated with reduced wages. Little change was noted in hours worked per week between those with fewer job placements as compared to those with repeated job placements, 31 hours for TANF clients with one job placement as compared to 32 hours for TANF clients with five or more job placements.

Wages and Hours and Participation in TANF HtS Projects. An important part of the evaluation was to determine if participation in TANF HtS projects impacted wages and/or work hours for HtS clients. Statewide, wages were higher for those employed after starting participation in TANF HtS services (n=696) than for those beginning employment prior to starting participation in the TANF HtS services (n=759). The average difference was \$0.50, with variation across the state based on the local economy. In the central region, wages for TANF clients employed after initiating HtS services were \$0.70 higher. In the piedmont region, they were only \$0.16 higher. Hours worked per week were essentially the same at both the state and regional levels.

I. INTRODUCTION

Virginia's welfare reform has been underway since 1995. The "work first" focus of welfare reform has been effective in moving many individuals into the competitive labor market and off welfare. From the standpoint of caseload reduction, efforts have been largely successful.

Virginia's efforts, coupled with a strong economy, have led to nearly a 52% reduction of TANF cases, from 70,403 families in June 1995, to 33,911 February, 2004.⁹ Partnerships across the public and private sectors have been instrumental in this success.

Getting public assistance recipients on the road to self-sufficiency has been the first step in redirecting the welfare system. Many families still receiving cash assistance are headed by adults with multiple barriers to employment. These individuals have been referred to as the "Hard-to-Serve" (HtS). As a second phase of welfare reform, VDSS funded a number of diverse initiatives that provided a continuum of services to HtS TANF clients.

In late August of 2000, DSS solicited proposals for diverse service approaches and strategies to move TANF clients from welfare to work. The solicitation was aptly titled *Virginia's Welfare Reform: Employment Strategies for the Hard-to-Serve*.¹⁰ In 1999, the Virginia General Assembly appropriated funds for this initiative pursuant to the Department's submission of their plan for addressing the needs of HtS TANF clients.

VDSS encouraged local departments of social services (LDSSs) to partner with each other and with community-based service providers to pool resources and to develop and test new approaches and service delivery models that enable the TANF HtS population to increase work activities and to obtain and retain work. VDSS did not require adherence to a specific service delivery model. Rather, it was expected that there would be many diverse projects with differing strategies to address participants' employment barriers and facilitate self-sufficiency.

The result of the solicitation was the awarding of approximately \$7 million to fund 39 projects involving 80 LDSSs for fiscal years 2001 and 2002. The funding was to be used by LDSSs to

⁹ Virginia Department of Social Services. Virginia Independence Program Monthly Report. April 2003. Available at: <http://www.dss.state.va.us/pub/pdf/vipreport.pdf>.

¹⁰ Virginia's Welfare Reform: Employment Strategies for the Hard-to-Serve. RFP # BEN-01-001. Issue date: August 31, 2000.

implement their HtS projects and deliver a range of services in areas including assessment and case management, education, learning disability, substance abuse, mental health, domestic violence, transportation, child care, and job readiness training.

The Department also provided funding to continue a collaborative initiative with the Department of Mental Health, Mental Retardation and Substance Abuse Services for substance abuse projects in three major areas of Virginia: Richmond City, Norfolk, and Roanoke City. Funds were also provided for transportation projects that helped TANF clients acquire cars. These initiatives were included in the TANF HtS evaluation.

VDSS contracted with the Center for Public Policy (CPP) at Virginia Commonwealth University (VCU) to conduct a one-year evaluation of Virginia's TANF HtS projects. LDSSs receiving funding through the TANF HtS initiative were required to participate. The purpose of the evaluation was to determine how effective the HtS projects were in helping TANF clients address their multiple barriers to employment and transition into employment. Throughout the course of the evaluation, the Center collected primary and secondary data relative to the clients' demographic characteristics, services received, and employment outcomes. In addition, through a series of site visits, information was gathered from LDSSs about their success in implementing programs. This report highlights findings from the TANF HtS evaluation. The findings from the site visits can be found in the report entitled *TANF Hard-to-Serve Site Visit Summary Report: Implementation of TANF Hard-to-Serve Projects*.¹¹

Evaluation Goals

The overarching goal of the evaluation was to determine if TANF clients who received services through the HtS initiative achieved positive employment outcomes. To achieve this goal, the research team attempted to do the following:

- Determine the nature of the barriers faced by TANF clients participating in the TANF HtS projects,

¹¹ Copies of the *TANF Hard-to-Serve Site Visit Summary Report: Implementation of TANF Hard-to-Serve Projects* can be obtained from Division of Benefit Programs, TANF Program at the Virginia Department of Social Services. This document is a section of the final detailed report on the HtS study.

- Identify the various types of services received by TANF clients participating in the TANF HtS projects, and
- Explore employment outcomes for TANF clients and, as able, identify differences in employment outcomes based on client characteristics and the nature of services received.

Organization of the Report

This report is organized in eight sections. This section, Section I, provides an overview of the TANF HtS Initiative and the goals of the TANF HtS evaluation. Section II provides an overview of the evaluation methodology, including data collection activities, LDSS staff training, and limitations. Section III describes the distribution and types of TANF HtS projects and also provides information related to fiscal allocation and expenditures. Sections IV, V, and VI focus on TANF client characteristics, services received, and employment outcomes, respectively. Section VII provides similar information to that contained in Sections IV through VI at the project-type level, rather than overall. The report concludes with Section VIII which highlights the key evaluation findings.

II. EVALUATION METHODOLOGY¹²

This section describes the composition of VCU-CPP's evaluation team and the evaluation methodology. Participating LDSSs, both lead and partner, and their HtS projects are identified and a brief description of the training they received with regard to the evaluation is provided. Data collection methods and enrollment of study participants are then described. The chapter concludes with a review of evaluation limitations.

Evaluation Team

VCU's research team was led by a group of doctorally-trained social science researchers from diverse fields including psychology, education, sociology, and public policy. These researchers shared a wide-range of responsibilities including, but not limited to, designing the evaluation model, developing data collection instruments, identifying necessary data extracts required for analysis, obtaining VCU institutional review board (IRB) approval, conducting training sessions with LDSSs, conducting interim analyses, and generating written reports and presentations based on the evaluation findings.

Central to the success of the TANF HtS evaluation was the data management team. The evaluation's data manager monitored agency compliance with data reporting, provided assistance to LDSSs when questions arose about data reporting, and sought reports from LDSSs when none were submitted. The data manager also supervised data entry staff responsible for entering client-level and agency-level information into secure databases. Finally, the data management team was responsible for merging primary and secondary data together and creating analysis files.

¹² The evaluation methodology was approved by the VCU Institutional Review Board prior to the initiation of data collection.

Participating LDSSs

There were 39 TANF HtS projects funded through the initiative. Each project had one lead LDSS that was responsible for program leadership and financial and contractual matters. There were 19 individual projects, each headed by a single LDSS. Twenty projects had a lead LDSS and from one to nine LDSS partners. There was a total of 80 LDSSs involved as leads, partners, or both. This includes special projects in the area of transportation and in the area of substance abuse treatment (funded by DMHMRSAS). Table 1 contains a detailed listing of the LDSSs, the names of their specific HtS project component(s), and their role, lead or partner. More specific information about the various project components can be found in Section VII of this report.

LDSS Training

Prior to the initiation of data collection on July 01, 2001, VCU-CPP conducted technical assistance training sessions at five locations across the Commonwealth. The purpose of the training was to inform and educate LDSS staff about the data collection requirements. Each data collection form was reviewed and methods for data collection discussed. Case scenarios were used to confirm understanding of the content covered. Each training session attendee received a technical assistance manual. In addition, VCU-CPP mailed three manuals to each LDSS agency participating in the evaluation prior to the initiation of data collection. Finally, VCU-CPP developed and maintained a TANF HtS evaluation website for the duration of the year-long study. The website contained a question and answer bulletin board as well as mechanisms to access the technical assistance manual, the informed consent document, and data reporting forms.

Table 1 - Lead and Partner LDSSs and TANF Hard-to-Serve Project Components Funded

LEAD LDSS	HARD-TO-SERVE PROJECT COMPONENT(S)	PARTNER LDSSs
1. Arlington	1. Bridges to Practice 2. English Literacy and Language Instruction	Alexandria
2. Brunswick	1. Alcohol/Substance Abuse	Mecklenburg
3. Charlotte	1. Workplace Supports	Amelia, Appomattox, Brunswick, Buckingham, Cumberland, Halifax, Lunenburg, Mecklenburg, Nottoway, Prince Edward
4. Charlottesville	1. Substance Abuse/Mental Health Services	Albemarle
5. Chesapeake City	1. Literacy -- Remediating Educational Deficiencies	
6. Chesterfield	1. Domestic Violence 2. Mental Health 3. Substance Abuse Intervention	
7. Culpeper	1. Mother's Challenge 2. Substance Abuse Strategies 3. Wheels for Work	Fauquier, Madison, Orange, Rappahannock
8. Cumberland	1. Substance Abuse Identification and Treatment	Amelia, Buckingham, Charlotte, Lunenburg, Nottoway, Prince Edward
9. Dickenson	1. Cars for Work/Keys for Success	Bristol, Buchanan, Lee, Norton City, Russell, Scott, Tazewell, Washington, Wise
10. Fairfax	1. Learning Disabilities	
11. Fluvanna	1. Literacy, Low Educational Levels	
12. Franklin City	1. Intensive Case Management 2. Job Seeking and Retention Training	
13. Frederick	1. Domestic Violence 2. Substance Abuse	Clarke, Winchester City
14. Fredericksburg	1. Substance Abuse and Mental Illness	Fredericksburg
15. Hanover	1. Future Development of Employment Services 2. Job Coaching	
16. Harrisonburg/ Rockingham	1. Community and Workplace Supports 2. Education/Workplace Essential Skills	

LEAD LDSS	HARD-TO-SERVE PROJECT COMPONENT(S)	PARTNER LDSSs
17. Henrico	1. Assessment of Exempt Population for Employment Readiness 2. Learning Disabilities	
18. Hopewell	1. Educational Services	
19. Loudoun	1. Intensive Case Management	
20. Louisa	1. Lack of Training/ Low Education Level	
21. Lynchburg	1. Emergency Transportation Services Program	Amherst, Appomattox, Bedford County Campbell
22. Manassas City	1. Basic Education 2. Employment Readiness 3. Statistical Tracking (Administrative) 4. Family Loan Program in Northern Virginia	Alexandria, Arlington, Fairfax, Loudoun Manassas Park, Prince William NOTE: These are partner LDSSs on the Family Loan component only.
23. Newport News City	1. Substance Abuse/Mental Health	Gloucester, Hampton, James City, Williamsburg, York/ Poquoson
24. Norfolk	1. Substance Abuse 2. TANF(LINK)-Substance Abuse 3. TANF(LINK)-Specialized Employment Services 4. Job Skills Training	
25. Prince Edward	1. Childcare Resource Development	Amelia, Appomattox, Brunswick, Buckingham, Charlotte, Cumberland, Halifax, Lunenburg, Mecklenburg, Nottoway
26. Pulaski	1. Systematic evaluation of VIEW client barriers to employment 2. A regional approach to conducting extensive assessments of the hard-to-serve population 3. Bridges to Practice 4. New River Valley job readiness, job retention and workplace essential skills system	Giles, Floyd, Montgomery, Radford City
27. Richmond City	1. Personal and Family/ Situational Barriers 2. TANF(LINKS)-Substance Abuse 3. TANF(LINKS)-Specialized Employment Services 4. GREAT Wheels to Work Program	Chesterfield, Goochland, Hanover, Henrico, Powhatan NOTE: These are partner LDSSs on the GREAT Wheels component only.

LEAD LDSS	HARD-TO-SERVE PROJECT COMPONENT(S)	PARTNER LDSSs
28. Roanoke City	1. Community and Workplace Supports 2. TANF(LINKS)-Substance Abuse 3. TANF(LINKS)-Specialized Employment Services	Botetourt County, Roanoke County
29. Roanoke County	1. Family Violence Intervention	
30. Russell	1. Bridges to Practice/Learning Disabilities Diagnosis 2. Domestic Violence Counseling/Mental Health 3. Substance Abuse Counseling/Mental Health Issues 4. Workplace Essential Skills Too	Buchanan, Dickenson, Lee, Norton City Scott, Tazewell, Wise
31. Smyth	1. Medical Health Assessments	
32. Spotsylvania	1. Bridges to Practice 2. Workplace Essential Skills	
33. Staunton/ Augusta	1. Mental Illness, Alcohol, Substance Abuse 2. Transportation	Waynesboro
34. Suffolk	1. Comprehensive Case Management 2. Expanded One Stop Services (Administrative)	
35. Surry	1. Job Readiness, Obtainment, and Retention 2. Life Skills Development Training	
36. Virginia Beach City	1. Assessment and Planning 2. Intervention and Direct Services	Portsmouth
37. Washington	1. Assessment 2. Community and Workplace Supports	Bristol
38. Williamsburg City	1. Transportation 2. Vocational Counseling	James City, York/ Poquoson
39. Wythe	1. Enhanced Job Skills & Career Development 2. Job Development, Job Coaching, Job Follow-up	Bland

Data Reporting Requirements

Data collection for the study began on July 01, 2001 and ended on June 30, 2002. Data were collected at two levels, the client and the agency. Client-level data collected by LDSS staff included barriers, services received, and client participation. Agency-level data were also collected by LDSS staff and included quarterly counts of the number of TANF clients served, the number of TANF clients employed, and identification of factors that helped or hindered programmatic success.

VDSS made additional data available. This included demographic data from the TANF client information system (called ADAPT) and work participation data from the VIEW client information system (called ESPAS). Primary client-level data collected during the year-long evaluation was merged with ADAPT and ESPAS data so that employment outcomes could be considered along with client barriers and services received.

Methods of Client-Level Data Collection. Five data collection forms were developed specifically for the TANF HtS evaluation study. Key stakeholders at VDSS, Department of Mental Health, Mental Retardation, and Substance Abuse, Department of Rehabilitative Services, and Department of Education reviewed draft versions of the forms. Further, representatives from selected LDSSs reviewed and provided feedback on the forms as they were being developed. The forms are described in Table 2 and a copy of each can be found in Appendix 1.

Table 2 - Client-Level Data Collection Forms

PRIMARY DATA COLLECTED BY LDSS STAFF ABOUT INDIVIDUAL TANF CLIENTS		
FORM	SUBMISSION FREQUENCY	TYPE OF DATA
<i>Client Barrier Form</i>	Form submitted for all clients by the 15th of the month following the month in which the client's initial screening, assessment, and diagnostic activities were completed.	<ul style="list-style-type: none"> For each of thirteen barriers, indicated if it was, potentially, a problem, not a problem, or not assessed. For barriers for which additional evaluative activities were appropriate, attempts were made to collect data specific to screening and diagnosis.

PRIMARY DATA COLLECTED BY LDSS STAFF ABOUT INDIVIDUAL TANF CLIENTS		
FORM	SUBMISSION FREQUENCY	TYPE OF DATA
<i>Running Log of Interventions</i>	At the time the client completes all HtS components.* For clients continuing to receive services as of June 30, 2002, forms were submitted by July 15, 2002.	<ul style="list-style-type: none"> Recorded all services, regardless of funding source, received by the client along with start dates and completion / withdrawal dates for each.
<i>Transportation Form</i>	Form submitted for all new clients by the 15th of the month following the month in which the client first enrolled in a HtS transportation component.	<ul style="list-style-type: none"> Detailed information about transportation interventions.
<i>Component Completion / Withdrawal Form</i>	Monthly for clients completing or withdrawing from one or more HtS components the preceding month.	<ul style="list-style-type: none"> Date on which the client either completed or withdrew from each HtS component in which they were enrolled. For clients that withdrew from components, additional data were collected about the reason for withdrawal.

*A LDSS may have been funded from multiple components – for example, a LDSS could have a substance abuse program, a mental health program, and an education component, all funded through the TANF HtS Initiative.

Note: Primary data was collected on all TANF clients participating in the TANF HtS evaluation regardless of TANF status (VIEW, sanctioned, or exempt).

To avoid redundancy in data collection, VCU-CPP used existing data whenever possible. Table 3 highlights the secondary data used in combination with primary data collected throughout the course of the evaluation.

Table 3 - Secondary Data Sources

SECONDARY DATA ABOUT INDIVIDUAL TANF CLIENTS		
INFORMATION SYSTEM	SOURCE	TYPE OF DATA
<i>ADAPT</i>	DSS	Demographic information about all TANF clients participating in the study, including educational level.
<i>ESPAS</i>	DSS	Work participation and employment information about TANF VIEW clients participating in the study.

ADAPT and ESPAS extracts were received from VDSS twice during the course of the year-long evaluation. Further, as referenced in Table 3, all TANF clients had ADAPT records. However, only work-mandated TANF clients (VIEW and sanctioned) had additional employment-related information in the ESPAS system. Therefore, employment data were available only for the subset of evaluation participants that were designated as VIEW or sanctioned at the time of the evaluation or, because the ESPAS file is maintained over time, were designated as VIEW or sanctioned at some point in time prior to their enrollment in the TANF HtS initiative.

Method of Agency-Level Data Collection. Each quarter, participating LDSSs submitted agency-level reports to VCU-CPP for each component for which they received funding. The report contained information on the total number of clients served, the total number of clients consenting and not consenting to participate in the study, and the number of clients employed. Further, LDSS commented on how closely their HtS programs matched that which was described in their contract. Finally, LDSSs reported the impact that a series of factors had on their ability to successfully implement their projects. The agency-level quarterly report form can be found in Appendix 2.

Participants in the TANF HtS Evaluation

All TANF clients served through TANF HtS projects were eligible to participate in the TANF HtS evaluation. LDSS project staff explained the evaluation to each TANF client at the time he/she first enrolled in services and then obtained written consent from those volunteering to participate. The written consent served as documentation of the TANF client's willingness to participate after being fully informed about the study purpose and methods and associated risks and benefits. At the time of enrollment, a \$25 gift certificate to a local merchant was given as a token of appreciation. The informed consent document can be found in Appendix 3.

A total of 2,834 TANF clients received services through the TANF HtS initiative.¹³ While 1,781 (63%) of these consented to participate in the TANF HtS Evaluation, 1,664 (59%) actually both consented to participate in the evaluation and had additional data reporting forms submitted to VCU-CPP during receipt of services.¹⁴ In 20 LDSSs, all TANF clients served through the HtS initiative consented to participate in the evaluation. Appendix 4 contains a listing of the number of consenting and non-consenting TANF clients served in each LDSS participating in the TANF HtS initiative.

Limitations of the TANF HtS Evaluation

The TANF HtS evaluation involved 80 LDSSs across the Commonwealth. Participant recruitment, data collection and data reporting were done at the local level. Coordination among and between LDSS staff and local, community-based service providers was critical. As expected, some LDSSs did better than others in recruiting study participants and in gathering and reporting data about barriers, services, and program outcomes. The evaluation findings should be considered within the context of the following limitations:

1. Data were collected by LDSS staff and, in some cases, their community-based service providers. Despite efforts to train individuals involved in data collection efforts, there were variations among LDSSs with regard to the accuracy and thoroughness of data submitted to VCU-CPP.
2. There was no comparison group in this evaluation study. Therefore, it is not known if TANF clients in the HtS projects would have fared similarly without receipt of services funded through the TANF HtS initiative.

¹³ This number is based on LDSS reports listing the number of TANF clients served that did not consent to participate in the TANF HtS evaluation and information from the TANF HtS evaluation study database containing information on TANF HtS clients participating in the TANF HtS evaluation.

¹⁴ Of the 1,781 consenting to participate, 117 had only consent forms submitted to VCU. Analyses of demographics, barriers, service and employment outcomes is based on the 1,664 TANF clients that had both consent forms and additional reporting forms in the VCU TANF HtS evaluation database.

3. LDSSs submit ADAPT and ESPAS data to VDSS. For some clients, incomplete data were submitted or the data that were submitted contained errors. As a result, the data extract received by VCU-CPP from VDSS contained some erroneous and/or missing data. For example, some TANF clients had multiple employment start dates without any employment termination dates.
4. LDSSs were funded for programs in a number of areas including, but not limited to, case management, transportation, education, substance abuse, and domestic violence. Each program was tailored to the needs of each LDSS' TANF caseload. Variations in program design and service delivery models made program-by-program comparisons impossible.
5. The TANF HtS evaluation was limited to one-year. Some interventions require longer periods of time than others to demonstrate their effectiveness. The evaluation findings relative to employment and long-term job retention should be considered preliminary.

The TANF HtS initiative encouraged partnerships among and between LDSSs and community-based service providers. Some LDSSs were more successful than others in involving their partners in program implementation and service delivery. Variations in program implementation may explain some of the variation between LDSSs with regard to number of clients served and amount of money expended. Implementation and process-related issues for selected TANF HtS projects can be found in the report entitled *TANF Hard-to-Serve Site Visit Summary Report: Implementation of Selected Projects*

III. TANF HARD-TO-SERVE PROJECTS

In the preceding section, the evaluation methodology was described. In this section, the number and distribution of TANF HtS projects is described, the types of TANF HtS projects are identified, and information about fiscal allocations and expenditures is provided.

Number and Distribution of TANF HtS Projects

VDSS funded 39 HtS projects through the TANF HtS initiative in fiscal year 2002 (FY02). Eighty LDSSs participated as lead or partner agencies. Table 1 in the preceding section listed each lead agency, their HtS project component(s), and their partner LDSS agencies. Figure 1 illustrates the distribution of participating LDSSs across the Commonwealth, both lead and partner. The map illustrates the broad geographic distribution of TANF HtS projects. The western, northern, and central regions of the Commonwealth had the greatest number of LDSSs participating in the TANF HtS initiative.

Types of TANF HtS Projects

The HtS projects were diverse in their focus, but most addressed personal and family issues that made obtaining and retaining employment difficult. The following are the ten major groupings of projects:

- Assessment
- Substance Abuse
- Mental Health
- Domestic Violence
- Learning Disabilities
- Education & Training
- Work Place Supports
- Case Management
- Transportation
- Child Care Development

The request for proposals (RFP) allowed projects to include one or more components. One project may have included four components: case management, mental health counseling, workplace supports, and transportation. Another project may have had only one component such as substance abuse. The RFP required the lead LDSS to identify the budget necessary to implement each component of the TANF HtS project. Table 4 provides a general breakdown of the types of programs funded and the associated financial allocations.

Table 4 - Total Number of Components across all Lead and Partner LDSSs

Focus Area	Number of Projects*	Number of Participating LDSSs	Approximate Financial Allocation (FY02)
1. Education	12	23	\$968,219
2. Mental Health/Substance Abuse	8	24	\$953,479
3. Transportation	7	33	\$933,996
4. Work Place Supports	7	24	\$1,002,291
5. Learning Disabilities	6	18	\$456,676
6. Case Management	5	13	\$589,970
7. Assessment	6	12	\$1,046,304
8. Substance Abuse	4	19	\$804,783
9. Domestic Violence	4	14	\$154,966
10. Child Care Development	1	11	\$106,093

*Total number of projects exceed 39 due to the inclusion of transportation projects and LINKS projects funded outside the TANF HtS Initiative solicitation and included in the TANF HtS evaluation conducted by VCU-CPP.

Funding

A total of \$7,016,777 was allocated across the 80 LDSSs participating in the TANF Hard-to-Serve Initiative during FY02. Of the total amount allocated, \$4,423,764, or 63%, was expended. Approximately 53% of expended funds were used to cover direct services¹⁵ which included funding for project staff providing services and, depending on the project structure, the cost of clinicians co-located at the LDSSs. Purchased services accounted for 46% of the expenditures. Depending on the project structure, this could include services of clinicians. The remaining 1% was used to cover medical expenses. Table 5 contains information about each LDSS' total allocations and expenditures for FY02 (July 01, 2001 to June 30, 2002). Detailed fiscal information by agency can be found in Appendix 5.

Table 5 - LDSS's Allocations and Expenditures for FY02 (sorted by % expended)

Agency Name	Allocations FY02	Expenditures FY02	Percent of Allocations Expended
Franklin City	\$120,000	\$120,000	100%
Louisa	\$80,729	\$77,960	97%
Culpeper	\$168,255	\$158,473	94%
Manassas	\$92,192	\$87,065	94%
Suffolk	\$97,588	\$91,393	94%
Roanoke County	\$55,871	\$52,050	93%
Charlottesville	\$90,150	\$83,214	92%
Spotsylvania	\$150,640	\$139,145	92%
Pulaski	\$134,961	\$122,307	91%
Hanover	\$211,142	\$190,979	90%
Russell	\$287,752	\$253,159	88%
Charlotte	\$413,189	\$362,690	88%
Dickenson	\$308,546	\$252,284	82%
Chesterfield	\$84,556	\$66,257	78%
Arlington	\$118,121	\$90,297	76%
Staunton/Augusta	\$215,498	\$163,654	76%
Montgomery	\$205,284	\$147,405	72%
Surry	\$13,332	\$9,486	71%
Radford City	\$36,986	\$25,482	69%
Rockingham/Harrisonburg	\$135,439	\$94,041	69%
Alexandria	\$51,945	\$34,497	66%
Campbell(Lynchburg)	\$282,005	\$184,277	65%
Henrico	\$254,346	\$158,180	62%
Floyd	\$28,015	\$16,693	60%

¹⁵ Direct costs are called administrative costs by the Department of Social Services fiscal reporting system.

Agency Name	Allocations FY02	Expenditures FY02	Percent of Allocations Expended
Fluvanna	\$30,374	\$18,200	60%
Williamsburg	\$89,885	\$51,470	57%
Giles	\$28,015	\$15,346	55%
Prince Edward	\$60,889	\$32,170	53%
Washington	\$154,860	\$81,237	52%
Norfolk	\$663,440	\$343,469	52%
Newport News	\$246,587	\$117,633	48%
Frederick	\$106,259	\$50,400	47%
Halifax	\$58,704	\$27,494	47%
Hopewell	\$198,783	\$87,589	44%
Fredericksburg	\$167,091	\$70,566	42%
Fairfax	\$308,746	\$125,229	41%
Virginia Beach	\$249,781	\$101,403	41%
Loudoun	\$89,849	\$31,602	35%
Roanoke City	\$437,932	\$154,476	35%
Brunswick	\$106,715	\$32,188	30%
Wythe	\$73,938	\$14,650	20%
Smyth	\$48,480	\$9,220	19%
Richmond City	\$608,589	\$74,238	12%
Cumberland	\$119,340	\$4,196	4%
Chesapeake	\$139,237	\$0	0%

NOTE: The total number of LDSSs in the table is less than the total number participating in the TANF HtS Initiative because some lead LDSSs acted as the fiscal agent for their LDSS partner(s). The total expenditures are reflective of all LDSSs, lead and partner, for HtS initiatives funded through the solicitation. It does not include expenditures for other transportation projects and DMHMRSAS' substance abuse initiative.

Franklin City was the only LDSS that expended 100% of its FY02 allocation. The remainder had project expenditures that were below their allocation. Only 16 LDSSs expended between 75% and 100% of their allocations. Differences in allocations and expenditures occurred for a variety of reasons. Some LDSSs had challenges in coordinating efforts with local service providers and hiring and retaining project staff; some agencies had a lower than expected number of TANF clients that could benefit from the HtS program; and some agencies reported the need for training of LDSS staff to be able to identify TANF clients that could benefit from services available through the HtS initiative. Further, some LDSSs were uncertain about continued funding and thus were thus reluctant to fill positions necessary to implement their HtS projects fully. Implementation and service delivery challenges faced by selected LDSSs participating in the TANF HtS initiative can be found in the report entitled *TANF Hard-to-Serve Site Visit Summary Report: Implementation of Selected Projects*.

IV. TANF CLIENTS AND THEIR CHARACTERISTICS

In the preceding section, the geographic distribution of TANF HtS projects was illustrated, the types of TANF HtS projects described, and funding allocations and expenditures identified. In this section, the reader is presented with information about the characteristics of TANF clients served through the TANF HtS projects, as a whole. This includes their demographic characteristics and their barriers to employment. In section VII, the reader can find similar information disaggregated by project type. The section ends with a brief comment about formal screening and diagnostic activities.

Demographic Characteristics

The majority of TANF clients participating in the TANF HtS evaluation were VIEW-mandated, and about one-half had been mandated for six months or less. Most TANF clients were 34 years of age or younger and female. One-half were white and one-half were African-American. Approximately one-half had never been married, and about one-half had less than a high school education. Table 6 highlights the demographic profile of the 1,664 TANF clients in the HtS evaluation. Appendix 6 provides detailed demographic information by region.

Table 6 - Demographics Characteristics of TANF Clients Participating in the HtS Evaluation

Demographic Characteristics		Number ¹⁶	Percent
Age	18-24	524	33%
	25-34	660	42%
	35 or older	394	25%
Gender	Female	1420	90%
	Male	166	10%
Race/ethnicity	White	776	49%
	African-American	786	50%
	Hispanic	16	1%
	Other	8	<1%

¹⁶ Total "n" may be less than 1,664 due to missing data.

Demographic Characteristics		Number ¹⁶	Percent
Marital status	Never married	883	56%
	Married	273	17%
	Legally separated	273	17%
	Divorced	150	10%
	Widowed	5	<1%
Educational level	Eighth grade or less	100	6%
	Ninth to eleventh grade	647	41%
	Twelfth grade or GED	748	47%
	Some college / vocational	82	5%
	College graduate	7	<1%
TANF Client Status	VIEW	1253	76%
	Exempt	267	16%
	Sanctioned (VIEW)*	58	4%
	Transitional	50	3%
	Post-transitional	20	1%
Months in VIEW as of July, 2002*	0-6 months	649	50%
	7-12 months	259	20%
	13-18 months	196	15%
	19-24 months	184	14%

Note: Percents may not add to 100 percent due to rounding.

*Sanctioned clients are VIEW-mandated but have not been compliant with program requirements.

Based on information made available by VDSS, the demographic characteristics of the study population were compared to the demographic characteristics of TANF clients receiving HtS services, but opting not to participate in the TANF study. The only differences were that non-evaluation participants tended to be slightly older and had been in VIEW for longer periods of time than evaluation participants. Time spent in VIEW could be significant since individuals remaining on TANF for longer periods of time may have more barriers to employment, more difficulty transitioning into the workforce, more difficulty with job retention, or a combination thereof. Table 7 details the characteristics of non-study participants.

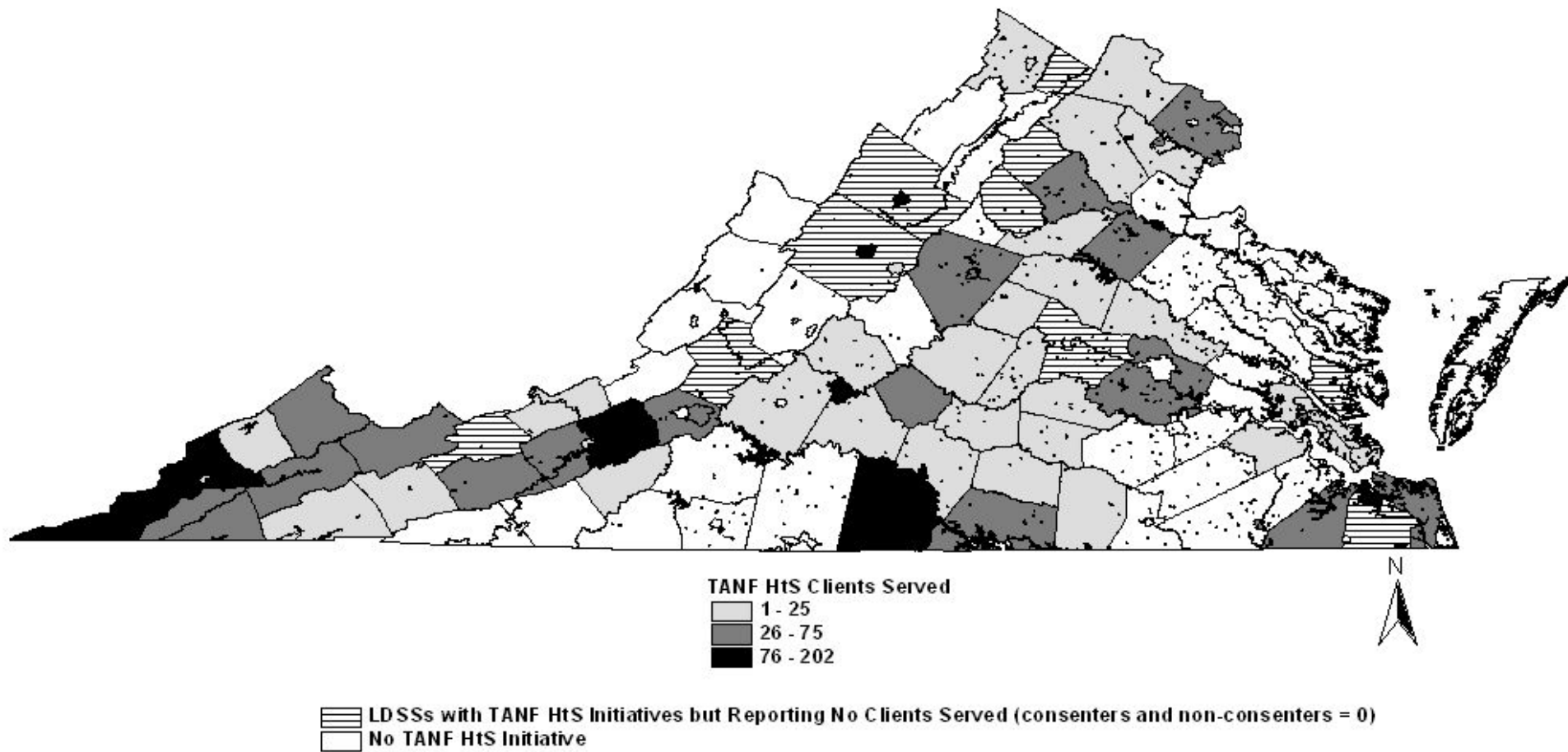
Table 7 - Demographics Characteristics of TANF Clients NOT in the HtS Evaluation

Demographic Characteristics		Number	Percent
Age	18-24	222	24%
	25-34	398	43%
	35 or older	299	33%
Gender	Female	803	87%
	Male	122	13%
Race/ethnicity	White	486	53%
	African-American	420	45%
	Hispanic	14	1%
	Other	5	1%
Marital status	Never married	478	52%
	Married	188	20%
	Legally separated	177	19%
	Divorced	76	8%
	Widowed	5	1%
Educational level	Eighth grade or less	50	6%
	Ninth to eleventh grade	341	37%
	Twelfth grade or GED	452	49%
	Some college / vocational	71	8%
	College graduate	2	<1%
Months in VIEW as of July, 2002	0-6 months	314	38%
	7-12 months	243	30%
	13-18 months	144	18%
	19-24 months	121	14%

Distribution of TANF Clients Served

Figure 2 illustrates the distribution of all TANF clients served through the TANF HtS initiative and the distribution of TANF clients participating in the TANF HtS evaluation. As can be seen from the map, there were some localities where there were TANF HtS initiatives, but there were no TANF clients reported to be served (either consenting or non-consenting). Other localities had no TANF HtS initiative(s). The remaining localities had HtS initiatives and reported serving between one and 202 TANF clients.

Figure 2 - Distribution of TANF Clients Served through the TANF HtS Initiative



TANF Clients' Barriers to Employment

During the course of the TANF HtS evaluation, data were collected on client barriers to employment. Barriers were focused on prior employment history, job retention history, transportation, child care, legal/criminal entanglements, homelessness, domestic violence, motivation, family issues, learning disability, physical disability, mental health issues, mental retardation, substance abuse, and functional educational level. Information on formal education level was captured through ADAPT extracts made available from VDSS. Thus, it is not included in this list of 15 barriers.

Screening for Barriers to Employment

The TANF client was determined to either have a barrier or not have a barrier through one or more of the following methods: self-report, observation, secondary data source, screening, or diagnostic work-up. Most projects used one or more screening tools to identify potential barriers. It is important to recognize that the most common method to identify barriers among TANF clients participating in the evaluation was self-report.

It is likely that some TANF clients had barriers that went undetected. Similarly, some TANF clients may have reported barriers that did not exist – for example, a self-reported learning disability based on the client's perception that he/she is a "slow learner". Also, barriers were not identified as being primary or secondary or more severe or less severe. Thus, the evaluation did not determine which barriers posed the most significant challenges to employment.

Often, a client's success is directly related to an accurate assessment of his/her barriers to employment. Statewide, 48% of the evaluation participants were screened for all 15 barriers.¹⁷ In the western region, 85% were screened for all 15 barriers as compared to 21%, 22%, 42%, and 48% in the eastern, piedmont, northern, and central regions respectively. The differences likely relate to the use of a comprehensive screening and assessment tool by the project sites in the western region (the eight Coalfield localities and the five in New River Valley).

¹⁷ The TANF client was determined to either have a barrier or not have a barrier through one or more of the following methods: self-report, observation, secondary data source, screening, or diagnostic work-up.

Table 8 provides information about the number of TANF clients that were screened for barriers using either self-report, observation, or secondary data. Appendix 7 provides a detailed chart of the number of clients screened by region.

Table 8 – Number of TANF HtS Clients Screened for Barriers

Barrier ¹⁸	Screened for Barrier	
	Number (Total possible n=1,664)	Percent
1. Lack of transportation	1595	96%
2. Family issues	1590	96%
3. Low motivation	1586	95%
4. No prior employment history	1580	95%
5. Poor job retention history	1576	95%
6. Lack of child care	1567	94%
7. Domestic violence	1543	93%
8. Homelessness	1539	93%
9. Legal/criminal entanglements	1520	91%
10. Substance abuse	1359	82%
11. Low functional educational level	1324	80%
12. Physical disability	1316	79%
13. Mental health issues	1280	77%
14. Learning disability	1121	67%
15. Mental retardation	949	57%

NOTE: Information in this table pertains to TANF clients consenting to participate in the TANF HtS evaluation.

As can be seen in Table 8, barriers that are more easily identified through self-report or observation were assessed for the vast majority of the 1,664 TANF clients in the HtS evaluation. These barriers were related to transportation, family issues, employment history, and child care issues. Barriers that required additional activities, such as diagnostic evaluations by certified/licensed professionals, to confirm or refute their existence were less frequently assessed. Examples of these barriers included mental health issues, learning disabilities, and mental retardation.

¹⁸ See Appendix 8 for the operational definition of each barrier to employment.

Presence of Barriers to Employment

For each barrier for which a TANF client was screened, project staff were asked to identify if it was a problem based on self-report, observation, or secondary data sources. Table 9 identifies the number of TANF clients found to have barriers by *any one of three methods* (i.e., self-report, observation, or secondary data). The most frequently identified barriers related to transportation, job retention history, and child care. Homelessness and mental retardation were the least frequently identified barriers.

Table 9 – (Potential) Barriers Identified via Self-Report, Observation, or Secondary Data

Barrier	Total Screened	Problem		No Problem	
		Number	Percent	Number	Percent
1. Lack of transportation	1595	1040	65%	555	35%
2. Poor job retention history	1576	939	60%	637	40%
3. Lack of child care	1567	845	54%	722	46%
4. Mental health issues	1280	547	43%	733	57%
5. Family issues	1590	628	40%	962	61%
6. Low motivation	1586	598	38%	988	62%
7. Low functional educational level	1324	481	36%	843	64%
8. No prior employment history	1580	495	31%	1085	69%
9. Domestic violence	1543	469	30%	1074	70%
10. Learning disability	1121	321	29%	800	71%
11. Legal/criminal entanglements	1520	399	26%	1121	74%
12. Physical disability	1316	311	24%	1005	76%
13. Substance abuse	1359	300	22%	1059	78%
14. Homelessness	1539	185	12%	1354	88%
15. Mental retardation	949	57	6%	892	94%

Note: Percents may not add to 100 percent due to rounding.

NOTE: Information in this table pertains to TANF clients consenting to participate in the TANF HtS evaluation. Also, a number of the barriers listed require diagnostic activities to confirm their existence. Since formal screening and diagnostic information reported was limited and unreliable, it was excluded from the report of findings. Therefore, the number of TANF clients with certain barriers may be higher or lower than the number reflected in this table.

The premise behind the TANF HtS Initiative was that there is a segment of the TANF population that has multiple barriers to employment. The findings support this contention. Approximately 70% of the TANF clients participating in the evaluation had between two and six barriers to employment. This is significant given the fact that TANF clients with multiple barriers to employment typically need more intensive services over a longer period of time in order to be successful in the job market.¹⁹ Table 10 indicates the total number of barriers that TANF HtS clients were reported to have.

Table 10 - Number of Barriers Identified via Self-Report, Observation or Secondary Data

Number of Barriers	Number of TANF Clients	Percent
0	33	2%
1	121	7%
2	182	11%
3	246	15%
4	287	17%
5	256	15%
6	184	11%
7	137	8%
8	96	6%
9	56	3%
10	29	3%
11	22	1%
12	7	<1%
13	1	<1%

Regional Differences and TANF Client Barriers

There were regional differences noted with regard to client barriers. Across the Commonwealth, 65% of TANF HtS clients were determined to have barriers related to transportation. The percent was slightly higher in the piedmont, western, and central regions with 71% of clients in each of these areas being identified as having a transportation barrier. In the northern region, 53% of the clients were identified as having a transportation barrier.

¹⁹ Pavetti, D., Strong, D., Bajaj, R., Jacobson, J., Lloyd, C., Nagatoshi, C., Rosso, R., & Stieglitz, A. (2001). *Work-Based Strategies for Hard-to-Employ TANF Recipients: A Preliminary Assessment of Program Models and Dimensions*. Mathematica Policy Research, Inc. Available at: <http://www.mathematica-mpr.com/publications/PDFs/workbasedTANF.pdf>.

With regard to child care, HtS projects in the central region reported that 74% of their TANF clients had this as a barrier compared to 54% overall. Piedmont had a higher percent of clients with job retention issues, 74%, as compared to 60% of TANF clients across the Commonwealth. Appendix 9 contains data about the prevalence of various barriers at the regional level. Appendix 10 contains a more detailed chart identifying, by region, the number of TANF clients found to have a barrier *by each* of the three methods used to determine the presence of a barrier.

Assessment and Diagnostic Activities

For a subset of barriers including learning disability, physical disability, mental health issues, mental retardation, substance abuse, and low functional education level, additional questions were asked by VCU-CPP about formal screening using validated instruments and diagnostic activities. As referenced previously, information pertaining to formal screening and diagnostic activities was, in large part, incomplete, uninterpretable, and unreliable. This was due to variations in data recording between agencies and due to misclassification of activities as screening (i.e., client self-report of special education in secondary school recorded as formal screening for learning disabilities rather than self-report). Also, less than one percent of all clients received diagnostic services for each of the following: learning disability, physical disability, mental health issues, mental retardation, substance abuse, or low functional educational level. Since services are most effective when aligned with TANF clients' needs, VDSS may want to work toward a more standardized approach to screening and diagnostic activities at the local level.

V. TANF CLIENTS AND SERVICES RECEIVED

The preceding section contained information about the demographic characteristics of TANF clients and their barriers. In this section, the services and interventions received by TANF clients are described. Preliminary findings related to the alignment of services with barriers are also provided. Section VII contains similar information disaggregated by project type.

Services Received

For LDSSs to assist TANF clients to overcome barriers to employment, services must be aligned with their needs. During the year-long TANF HtS evaluation, data were collected about not only client barriers, but also about services received. The *Running Log of Interventions* form was maintained and updated during the period of time that the TANF client was enrolled in one or more components funded through the TANF HtS initiative. LDSS staff were instructed to record all services and interventions that the TANF client received regardless of their association with the TANF HtS initiative and regardless of funding source. This was an attempt to obtain a complete picture of the TANF client's overall service package. The most frequently occurring services and interventions were ongoing case management (56%), employment counseling (47%), and job search (47%). Table 11 indicates the number of TANF HtS clients receiving different types of interventions, as recorded on the *Running Log of Interventions* form.

Table 11- Interventions Received by TANF Clients²⁰

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=1387)
Referral for Evaluation and Diagnosis	Situational assessment	342	25%
	Vocational assessment	327	24%
	Educational assessment	317	23%
	Mental illness	270	20%
	Substance abuse issues	226	16%
	Learning disability	138	10%
	Physical disability	59	4%
	Mental retardation	19	1%
	Acute illness or untreated chronic disease	5	<1%
Counseling	Mental health counseling - individual	189	14%
	Domestic violence counseling – individual	64	5%
	Substance abuse counseling – individual	62	5%
	Substance abuse counseling – group	49	4%
	Family counseling	53	4%
	Mental health counseling	21	2%
	Domestic violence counseling – group	31	2%
Education	Vocational training / job skills training	379	27%
	GED program	138	10%
	Basic Adult Education (5th to 8th grade)	44	3%
	English as a second language program	23	2%
	Associates degree program	18	1%
	External Diploma Program	6	<1%
	Family literacy	8	<1%
Employment-Related Interventions	Employment counseling	658	47%
	Job search (e.g., resume development, interview training)	658	47%
	Placed in employment (30 hrs./wk or more)	268	19%
	Job coach / job mentoring (short-term, pre-employment to less than 1 month post-employment)	142	10%
	Job coach / job mentoring (long-term, greater than 1 month post-employment)	135	10%
	Placed in employment (less than 30 hrs./wk)	92	7%
	Utilization of assistive technology	16	1%
Financial Management Training	Budgeting and money management	454	33%
	Credit counseling	114	8%

²⁰ Based on data from 1,387 TANF clients for whom the *Running Log of Interventions* form was submitted.

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=1387)
Transportation	Private transportation company	74	25%
	Vouchers for public transportation	185	13%
	Loan program to allow client to purchase vehicle	99	7%
	Financial resources for vehicle repair/ maintenance	65	5%
Self-Care and Wellness	Provided with services to enhance appearance & confidence in preparation for a job interview / employment (e.g., haircut, makeover, clothing, etc.)	440	32%
	Preventive health education	86	6%
	Nutritional education	70	5%
Other	Ongoing case management	773	56%
	Life skills training (e.g., coping, problem solving, social etiquette)	421	30%
	Extrinsic incentives for participation	365	26%
	Child care services	291	21%
	Financial support	270	20%
	Parenting skills	120	9%
	Assistance finding stable housing	98	7%
	Parenting support group	17	1%

Note: Percents may not add to 100 percent due to rounding.

Services and Alignment with Barriers

Closer analysis of the data demonstrates a potential mismatch between TANF client needs and service provision.²¹ For example, of 881 TANF clients with an identified transportation barrier, 60% (n=529) did not enroll in a transportation-related HtS program or receive a transportation-related intervention (e.g., vouchers, private transportation, car loan, financial support for car repairs, etc.). Similarly, of 714 TANF clients with an identified child care barrier, 68% (n=486) did not enroll in a child care-related HtS program or receive a child care-related intervention. This may be due to a lack of service providers in the community, waiting lists for services, client non-compliance with arranged services, services simply not being aligned with client need, or the failure to properly record and report services. Also, it is plausible that reporting errors during the data collection period contributed to these findings. Clearly, further research is needed to clarify the circumstances resulting in this potential barrier - service provision mismatch.

²¹ Information regarding services was documented by project staff within LDSSs. The *Running Log of Interventions* was used for this purpose (see Appendix 2). The analysis is limited to those client's for which a *Running Log of Interventions* form was submitted. The quality of this data is dependent on the accuracy of LDSS staff filling out the form.

VI. TANF CLIENTS AND EMPLOYMENT

To this point, the report has provided information about the TANF HtS projects, the demographic characteristics of participating TANF clients, the barriers faced by TANF clients, and the services TANF clients received. One of the primary goals of the study was to determine if positive employment outcomes were realized by TANF clients participating in the TANF HtS Initiative. This section describes findings related to employment. Section VII contains similar information disaggregated by project type.

Characteristics of Employed and Unemployed TANF Clients

Some TANF clients participating in TANF HtS projects were more successful in their employment endeavors than others. Attempts were made to compare the characteristics of the 1,105 TANF clients who entered employment at least once ("job placement") to the 559 who did not.²² Those without job placements were more likely to be in exempt status, 36% as compared to 6%. Individuals with at least one job placement tended to be older; 70% were 25 years of age or older as compared to 60% of those with no history of job placements. Those with job placements were more likely to have a high school education, 55% as compared to 49%. Also, they were likely to have fewer barriers to employment than their counterparts who had no history of job placements.

Individuals with one or more job placements were more likely to be in VIEW as compared to their counterparts with no job placement history, 86% versus 56%. Also, they tended to be in VIEW longer than their counterparts with no job placement history. Table 12 offers a demographic comparison of TANF clients with and without job placements.

²² Based on available data, 1,105 individuals had at least one job placement, at some point in time; 559 individuals had no job placements at all.

Table 12 - Demographic Comparison of TANF HtS Clients Based on Job Placement

		Employment (n=1,105)		No Employment (n=559)	
Demographic Characteristics		Percent	Number	Percent	Number
Age	18-24	30%	328	41%	207
	25-34	45%	498	34%	172
	35 or older	25%	279	25%	123
Gender	Female	90%	992	89%	453
	Male	10%	113	11%	57
Race/ethnicity	White	50%	550	49%	248
	African-American	49%	541	49%	251
	Hispanic	<1%	7	2%	10
	Other	<1%	7	<1%	1
Marital status	Never married	55%	602	57%	291
	Married	16%	179	20%	100
	Legally separated	18%	203	16%	79
	Divorced	10%	115	8%	39
	Widowed	<1%	5	0%	0
Educational level	Eleventh grade or less	45%	500	51%	261
	Twelfth grade or more	55%	603	49%	249
Client Status	Exempt	6%	66	36%	201
	Post-transitional	1%	10	2%	10
	Sanctioned*	4%	42	3%	16
	Transitional	3%	32	3%	18
	VIEW	86%	946	56%	307
Months in VIEW as of July, 2002	0-6 months	44%	450	77%	219
	7-12 months	21%	220	14%	41
	13-18 months	18%	184	5%	15
	19-24 months	17%	177	3%	9
Barriers	No barriers	3%	30	<1%	3
	1-3 barriers	37%	403	26%	146
	4-6 barriers	41%	454	49%	273
	7-9 barriers	16%	177	20%	112
	10-13 barriers	3%	36	4%	23

Note: Percents may not add to 100 percent due to rounding.

*Sanctioned clients, although reported separately, are VIEW-mandated. However, they are not in compliance with program requirements.

Days to Employment

Virginia’s TANF policy requires that TANF clients be engaged in a work activity within 90 days of their assignment to VIEW. For VIEW clients participating in the TANF HtS study, the length of time from VIEW enrollment to employment was 57 days with a median of 42 days. It is not known if these clients were enrolled continuously in VIEW or if they transitioned in and out of VIEW. The average number of days may be shorter than that reflected above if clients transitioned in and out of VIEW resulting in intermittent stoppage of the TANF client’s 24-month “clock” or time limit on TANF. The 90-day requirement applies only to those in the VIEW program.

Type of Occupation

In terms of occupation type, about one-quarter of TANF HtS clients were employed in the food services area. The next most frequently occurring occupations were cashier/teller, housekeeping/janitorial, and production work/assembly. Findings were similar whether the employment episode started before, during, or after receipt of services funded through the TANF HtS initiative. Table 13 provides information about the types of job held by TANF clients.

Table 13 - Type of Occupation in Last Job

Occupation	Number	Percent
Food service	262	24%
Cashier / teller	127	12%
Housekeeping / janitorial	113	10%
Production work / assembly	108	10%
Nurse aide / companion	86	8%
Clerical / receptionist	52	5%
Sales (retail)	43	4%
Child care	42	4%
Construction - laborers	41	4%
Sales (other than retail)	36	3%
Secretarial / administrative	32	3%
Warehouse / stock clerk	27	2%

Occupation	Number	Percent
Other medical	16	2%
Driver / delivery	13	1%
Building and grounds maintenance	13	1%
Data processing	15	1%
Computer operations	10	<1%
Public safety / security	10	<1%
Teacher's aide / teacher	7	<1%
Barbering / cosmetology	6	<1%
Farming / agriculture / horticulture	6	<1%
Machine operator	6	<1%
Other related construction	6	<1%
Bookkeeping / accounting	5	<1%
LPN/RN	5	<1%
Mechanics / machinery repair	5	<1%
Business management / administration	4	<1%
Equipment operator	3	<1%
Welder / cutter	2	<1%
Electrician	1	<1%
Painter	1	<1%
TOTAL*	1103	100%

*Two TANF clients had no occupation reported.

Job Retention

Long-term self-sufficiency is dependent on the TANF client's ability to obtain and retain employment. Although the time frame for the TANF HtS evaluation was short, efforts were made to look at job retention for TANF clients receiving HtS services. Based on the beginning date of the client's last known employment, analyses were conducted to determine if the client remained employed after one full quarter, two full quarters, three full quarters, and four full quarters.²³ Table 14 highlights the findings relative to job retention for TANF clients participating in the HtS initiative, regardless of timing of employment relative to enrollment in the initiative.

²³ Employment may have occurred at any point in time relative to the TANF HtS initiative.

Table 14 - Job Retention for Quarters Following Last Employment

Retention	Total Number ²⁴	% Yes	% No
Retained in first quarter after obtaining job	851	75%	25%
Retained in second quarter after obtaining job	466	86%	14%
Retained in third quarter after obtaining job	300	93%	7%
Retained in fourth quarter after obtaining job	173	97%	3%

NOTE: First quarter retention ranged from 66% in the eastern region to 80% in the northern region; 2nd quarter retention ranged from 76% in the piedmont region to 91% in the northern region; 3rd quarter retention ranged from 86% in the eastern region to 100% in the piedmont region; 4th quarter retention ranged from 93% in the piedmont region to 100% in the eastern region.

Of the 851 TANF clients with an employment start date prior to April 01, 2002²⁵, 75% retained employment in the first quarter (n=634). Of the 466 retaining employment in the first quarter and completing the second quarter, 86% retained their employment in the second quarter. Of the 300 retaining employment in the first and second quarters and completing the third quarter, 93% retained their employment in the third quarter. Finally, of the 173 retaining employment for the first three quarters and completing the fourth quarter, 97% retained their employment all four quarters.²⁶ This suggests that a critical period for employed clients is the first three months after entering employment. Due to the relatively short duration of the study, it is suggested that VDSS continue to track evaluation participants, and the VIEW population as a whole, to determine their long-term employment outcomes.

Characteristics of TANF Client based on Employment Retention²⁷

The characteristics of TANF clients who retained their last job as of June 30, 2002 were compared to TANF clients who failed to retain employment as of June 30, 2002. There was little difference in retention status based on age, gender, race/ethnicity, or marital status. Differences were noted based on education, TANF status, and number of employment barriers. Those with a high school education or higher tended to have more success at retaining their job. Of those with

²⁴ The total number of clients retaining employment in each quarter decreases. This is due to the fact that the TANF HtS evaluation was only one year in duration. Many TANF clients in the HtS evaluation became employed, for a final time, during the year-long evaluation. Thus, many were only able to be tracked for one or two quarters rather than for three or four quarters.

²⁵ TANF clients obtaining employment in the last quarter of FY02 (April, May or June) were excluded from the analysis. Since the TANF HtS evaluation ended on June 30, 2002, clients with employment start dates in the last quarter were unable to be tracked for one full quarter.

²⁶ Some TANF clients were excluded from each analysis per quarter because, based on the start date of their last employment, 91.25 days may not have elapsed since the end of the last quarter.

²⁷ Included in the analysis are all TANF clients with at least one employment record in the ESPAS database.

sustained employment, 57% had at least a high school education as compared to 51% for those who failed to retain their employment. Also, those who were in VIEW for shorter periods of time had greater likelihood of retaining employment. Of those with sustained employment, 46% had been in VIEW between zero and six months as compared to 40% for those who failed to retain their employment. Finally, a greater number of barriers appeared to be associated with a decreased likelihood of job retention. Table 15 provides a demographic comparison between clients based on employment retention.

Table 15 - Demographic Comparison of TANF Clients based on Employment Retention

Demographic Characteristics		Percent Retaining Last Employment	Number Retaining Last Employment	Percent Not Retaining Last Employment	Number Not Retaining Last Employment
Age	18-24	28%	186	33%	142
	25-34	45%	304	45%	194
	35 or older	27%	179	23%	100
Gender	Female	88%	591	92%	401
	Male	12%	78	8%	35
Race/ethnicity	White	53%	352	46%	198
	African-American	46%	309	53%	232
	Hispanic	<1%	3	<1%	4
	Other	<1%	5	<1%	2
Marital status	Never married	52%	347	59%	255
	Married	18%	117	14%	62
	Legally separated	19%	126	18%	77
	Divorced	11%	75	9%	40
	Widowed	<1%	3	<1%	2
Educational level	Eleventh grade or less	43%	288	49%	212
	Twelfth grade or more	57%	380	51%	223
Client Status	Exempt	5%	33	8%	33
	Post-transitional	1%	9	<1%	1
	Sanctioned	2%	16	6%	26
	Transitional	3%	22	2%	10
	VIEW	88%	582	84%	364
Months in VIEW as of July, 2002	0-6 months	46%	285	40%	165
	7-12 months	21%	132	21%	88
	13-18 months	17%	104	19%	80
	19-24 months	16%	97	19%	80

Demographic Characteristics		Percent Retaining Last Employment	Number Retaining Last Employment	Percent Not Retaining Last Employment	Number Not Retaining Last Employment
Barriers	No barriers	3%	20	2%	10
	1-3 barriers	42%	278	29%	125
	4-6 barriers	40%	268	43%	186
	7-9 barriers	12%	80	22%	97
	10-13 barriers	3%	18	4%	18

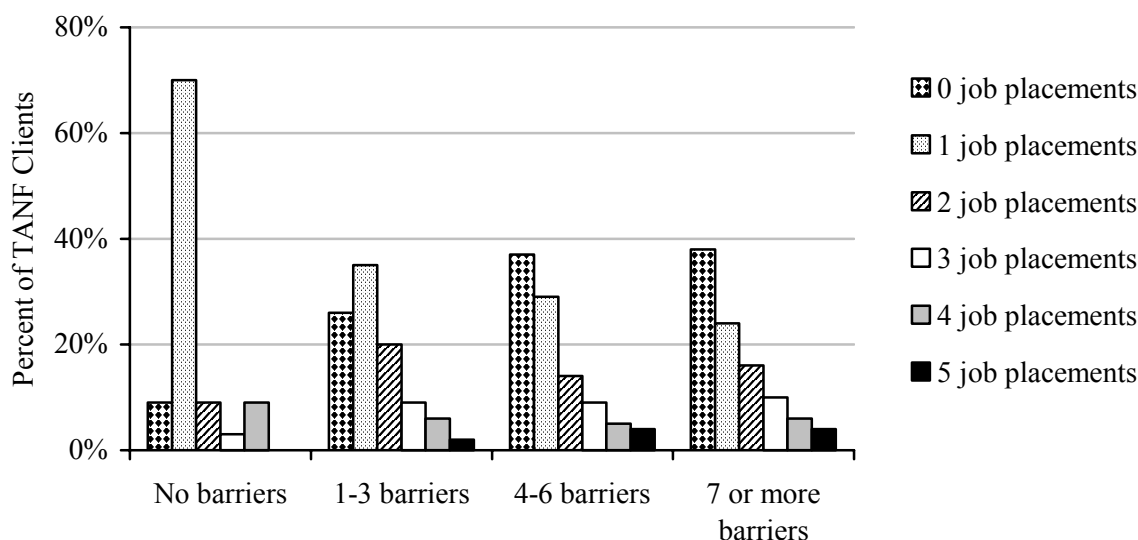
Note: Percents may not add to 100 percent due to rounding.

Barriers and Job Placements

Anecdotal reports from LDSS staff and others in the social service field suggest that TANF clients who have a greater number of barriers to employment have greater difficulty retaining employment. During the course of the evaluation, the research team determined, for each TANF client, the number of employment start dates and the number of employment barriers. This allowed relationships between the two to be explored. As can be seen in Chart 1, of the 1,664 TANF clients participating in the HtS evaluation, nearly 75% of those with no barriers to employment had only one employment start date. However, as the number of barriers to employment increased, the incidence of one employment start date decreased and the incidence of no employment start dates increased.

These findings indicate that TANF clients with a greater number of barriers are less likely to obtain employment at all as compared to their counterparts with fewer barriers to employment. The number of barriers not only impacts job retention, but also one's ability to obtain a job.

Chart 1 - Number of Employment Barriers and Employment Start Dates



Wages and Hours and Repeated Job Placements

The relationship between barriers and employment episodes should not be considered causal in nature. There are multiple reasons why a TANF client may cycle in and out of jobs. Some reasons for cycling in and out of work may well be positive. For example, opportunities for a better work shift, increased wages and/or hours, better benefits, improved child care opportunities, and closer proximity to residence.

Using ESPAS data, relationship between repeated job placements and wage advancement was examined for the 1,105 clients who had at least one job placement since enrolling in VIEW. Chart 2 illustrates the wages associated with different number of employment starts. This seems to refute the idea that repeated job exposures are associated with wage advancement. In reality, based on findings from this evaluation, repeated job placements are associated with reduced wages.

Chart 2 - Average Wage by Number of Job Placements



Note: Median hourly wage ranged from a high of \$6.15 for individuals with one job placement to a low of \$6.05 for individuals with 5 or more job placements.

Little change was noted in hours worked per week between those with fewer job placements as compared to those with repeated job placements. Chart 3 details this finding.

Chart 3 - Average Hours by Number of Job Placements



Note: Median hours worked per week ranged from a low of 30.5 for individuals with one job placement to a high of 32.5 for individuals with 5 or more job placements.

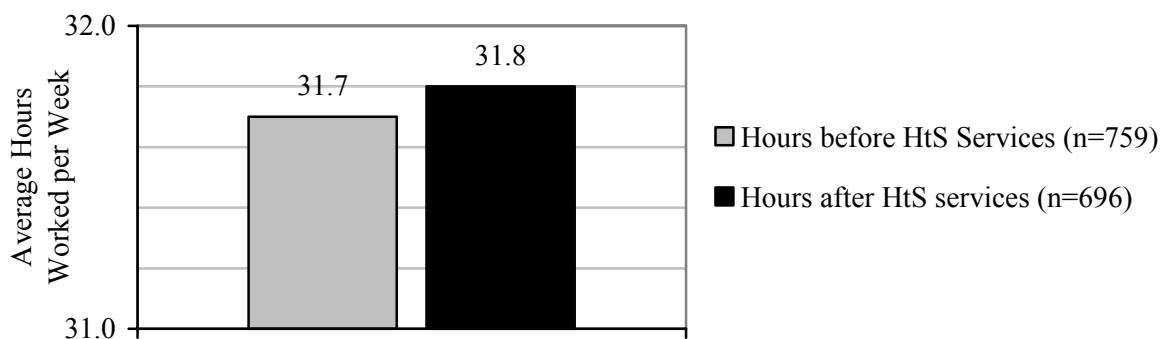
Wages and Hours and Participation in TANF HtS Projects

An important part of the evaluation was to determine if participation in TANF HtS projects impacted wages and/or work hours for HtS clients. Statewide, wages were higher for those employed after starting participation in TANF HtS services (n=696) than for those beginning employment prior to starting participation in the TANF HtS services (n=759). The average difference was \$0.50, with variation across the state based on the local economy. In the central region, wages for TANF clients employed after initiating HtS services were \$0.70 higher. In the piedmont region, they were only \$0.16 higher. Hours worked per week were essentially the same at both the state and regional levels. Charts 4 and 5 illustrate these findings.

Chart 4 - Wages for TANF Clients Employed Before and After Receipt of Services



Chart 5 - Hours Worked by TANF Clients Employed Before and After Receipt of Services



Wages, Hours, and Barriers and Participation in TANF HtS Projects

The premise underlying the TANF HtS Initiative was that intense, coordinated services were necessary if TANF clients with multiple barriers to employment were to succeed in the work setting. Therefore, it is helpful to consider wages before and after the initiation of HtS services within the context of the number of client barriers. In other words, did those with more barriers to employment experience greater gains in wages and work hours? Charts 6 and 7 indicate that the most significant gains in wages and hours between pre- and post-HtS program enrollment were experienced by TANF clients with no barriers to employment.

As the number of barriers increased, the gains in terms of hourly wage became smaller and in terms of those with seven or more barriers, the average number of hours worked per week was slightly less than they were before the receipt of TANF HtS services. The TANF HtS initiative was intended to address the needs of individuals with multiple barriers to employment. Preliminary analysis of a time-limited initiative seems to suggest that the greatest impact in terms of employment in the short-term was on clients with fewer barriers to employment.

Chart 6 - Wages Based on Receipt of HtS Services and Barriers to Employment

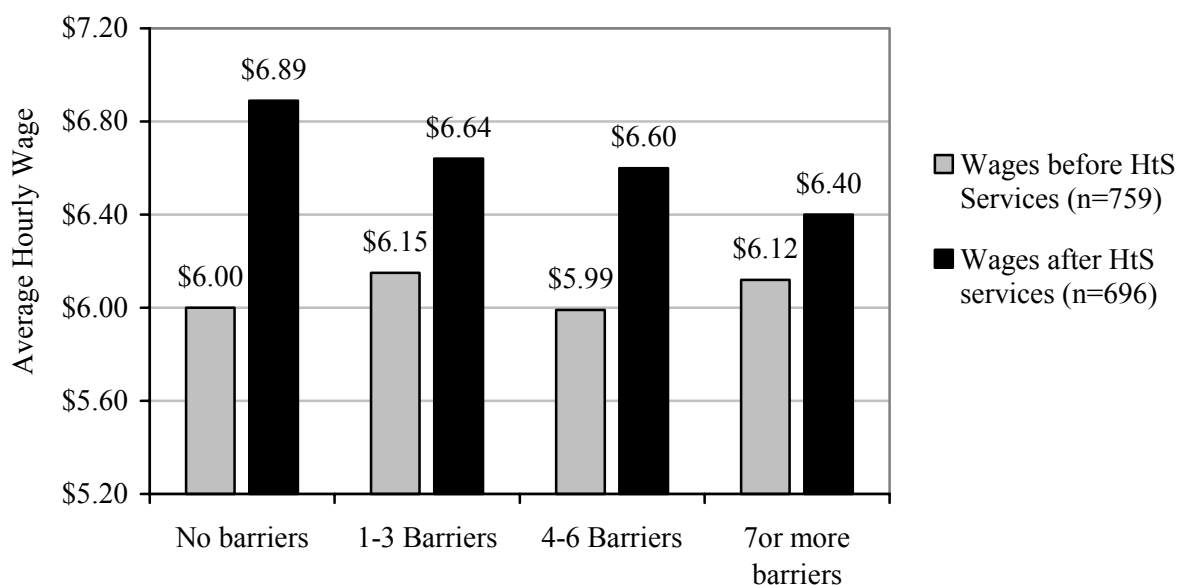
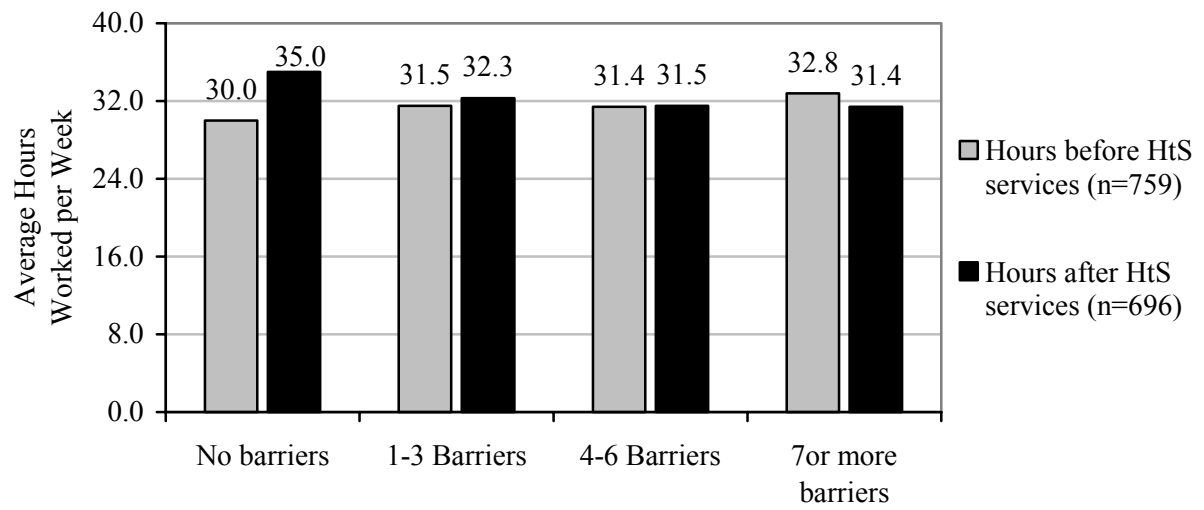


Chart 7 - Hours Worked Based on Receipt of HtS Services and Barriers to Employment



VII. FINDINGS BY PROJECT TYPE

The preceding sections of this report contain information about TANF client characteristics, barriers, services, and employment outcomes across all TANF HtS projects. This section of the report provides similar information by project type. The project types covered in this section include: assessment, case management, mental health / substance abuse, substance abuse only, domestic violence, education, learning disabilities, and transportation. In addition, for contextual purposes, brief descriptions of LDSSs projects are provided.

The reader is cautioned against comparing outcomes across projects. Many TANF clients were served in localities that had more than one HtS component. Thus, the same client could have received services across a number of project types. In addition, it is important to recognize that the TANF HtS Initiative provided LDSSs with the flexibility to create projects that addressed local needs. Therefore, no two projects within any area (i.e., assessment, case management, etc) were alike, and in some instances, there were variations in project reporting. As a result, direct comparisons of LDSSs within a single project-type are not recommended.

Assessment Projects

Assessment is the comprehensive method of determining the work-related strengths and interests of an individual and of identifying specific barriers, personal and situational, that may impede employment and require accommodations or interventions. Pre-screening and screening processes and tools may be used prior to or during the assessment to detect potential barriers such as mental health disorders, substance abuse or learning disabilities that, depending on the results, may lead to a more in-depth assessment and/or diagnostic evaluations. These evaluations can confirm the presence of a particular condition or disability, determine the significance of the condition, and identify accommodations and interventions that will enhance an individual's employment opportunities.

In 2000, the American Public Human Services Association (APHSA) identified promising practices for assessment.²⁸ These included the use of multi-disciplinary teams, development and implementation of interview assessment guides and referral protocols, collaboration between and among professionals, and quality assessments conducted through contract agencies to address barriers to employment. One of the most common approaches to assessment is a tiered model that begins with a broad screening process upon intake followed by an in-depth assessment. This may include further assessment while the participant is employed and, if necessary, after they no longer receive assistance, as some barriers may be hidden and are not identified until the participant is in training or a work setting.

Six assessment projects were funded through the TANF HtS initiative. The fiscal year 2002 (FY02) allocation across the 12 LDSSs involved was \$1,046,304. Table 16 identifies the lead and partner LDSSs involved, the financial allocations, and the number of clients served for five of the six projects.²⁹

Table 16 - Allocations to and Clients Served by the Assessment Projects

<i>Lead LDSS (n=5 of 6)</i>	<i>Partner LDSSs (n=2 of 6)</i>	<i>FY 02 Allocation to Lead Agency*</i>	<i>Number of TANF clients in the HtS Evaluation**</i>
Henrico ³⁰	-----	\$187,902	70
Smyth	-----	\$32,500	9
Washington	Bristol	\$63,448	10
Virginia Beach	Portsmouth	\$66,423	123
Richmond City	-----	\$561,775	96

* The allocations are less than \$1,046,304 due to the exclusion of Pulaski (see footnote #29).

**The Center for Public Policy at Virginia Commonwealth University conducted a year long study on TANF HtS projects. The evaluation included data collection from consenting TANF clients on barriers, services, and employment (n=1664). This column indicates how many TANF clients were in the VCU study (consenting clients with data collection forms on file). This number may be less than the total number of TANF clients participating in the assessment projects.

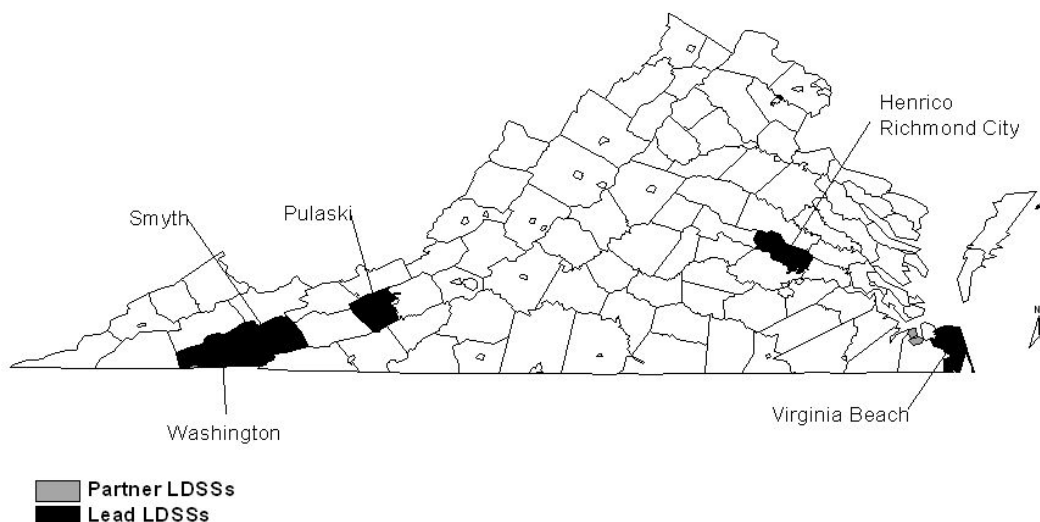
The assessment projects were located in the western, central, and eastern regions of the Commonwealth. Figure 3 illustrates the distribution of lead and partner LDSSs.

²⁸ APSHA. (2000). Survey of State TANF Client Assessment Policies and Practices Executive Summary of the August 2000 Satellite Videoconference. TANF Client Assessments: A View from the States, October 31, 2000, 2-3:30 pm Eastern Time.

²⁹ Due to data reporting decisions made early in the evaluation, data from Pulaski's assessment project were reported under the Education Component. The assessment component received an allocation of \$134,256.

³⁰ Henrico DSS reported data for their education component under assessment.

Figure 3 - Distribution of Assessment Projects



Brief Description of Assessment Projects

All HtS projects, both those focused on assessments and other areas, enhanced their intake processes through the use of screening and by conducting more comprehensive assessments that helped detect barriers. Enhancements included the use of expanded screenings for different barriers, more comprehensive assessment tools and processes, and involvement of licensed/certified professionals (e.g., licensed social workers, clinicians, psychologists) for assessments and/or for specialized evaluations to determine a diagnosis and provide guidance on educational and employment interventions.

Assessment projects generally sought to uncover more potential barriers to employment than some other HtS projects such as transportation, education, and workplace supports. As part of the assessment, many of these projects also provided diagnostic evaluations and follow-up services. The following is a brief description of each of the HtS assessment projects:

- **Pulaski** developed and implemented a comprehensive assessment process to be used by VIEW staff that screened all VIEW clients for multiple barriers. Data were entered into the LDSSs own project-specific database; a subset of these data were reported to VCU-CPP under the Education Component. The project established criteria for referral to ensure consistency among VIEW staff. Also, contracts were made with providers to obtain specialized assessments or diagnostic evaluations, as needed, and then referral to or purchase of required services.

- **Washington** focused on the use of behavioral tools (including the Orion Survey) by VIEW staff to measure and address attitudinal issues related to employment.
- **Richmond City** employed new staff to complete broad assessments for exempt TANF clients (specifically, mothers who would be entering VIEW and whose youngest child was between six months and 17 months). Staff also provided case management and referred clients to an array of services that would prepare them for work. Although the project had funds to purchase needed services, most services were available through existing resources.
- **Henrico**, like Richmond City, employed staff to conduct assessments and provide case management for exempt TANF clients. Henrico's focus was on clients who had limited education and other potential barriers to employment. A cornerstone of the Henrico project was an eight-week structured program operated by the Adult Education Program; the classes covered basic education and workplace readiness. Participation was enhanced through the provision of child day care and transportation which were funded through the project.
- **Smyth** contracted for medical assessments for TANF clients who requested to be or had been medically exempt from VIEW.
- In the **Virginia Beach** project, VIEW staff made referrals to on-site clinicians who performed comprehensive assessments. For those with substance abuse or mental health issues, clinicians provided or arranged treatment and other services through another component of the HtS project.

Characteristics of TANF Clients Served

Of the 308 TANF clients receiving services through the assessment projects and participating in the HtS evaluation, 45% (n=137) were VIEW-mandated and 53% (n=164) were exempt.

Virginia Beach and Washington County projects served primarily those participating in VIEW. As mentioned previously, Henrico and Richmond City focused almost exclusively on the exempt TANF population. Table 17 indicates the TANF status for clients served through each of the assessment projects.

Table 17 - TANF Status of Clients Served by the Assessment Projects

Lead LDSS (n=5 of 6)	Number of TANF Clients in the HtS Evaluation (Lead & Partner) (n=7 of 12)	TANF Status				
		VIEW	Exempt	Transitional	Post- Transitional	Sanctioned*
Henrico	70	3%	97%	-----	-----	-----
Smyth	9	89%	11%	-----	-----	-----
Washington	10	90%	-----	-----	-----	10%
Virginia Beach	123	96%	-----	2%	-----	2%
Richmond City	96	-----	100%	-----	-----	-----

*Sanctioned clients are mandated VIEW clients who have not complied with requirements.

The average age of TANF clients served through the assessment projects was 28. Ninety-six percent were female. Nearly 80% had never been married. One-half had less than a high school education. Table 18 highlights the demographic characteristics of the TANF clients served by each of the six assessment projects.

Table 18 - Demographic Characteristics of the TANF Clients Served by Assessment Projects

Lead LDSS (n=5 of 6)	Number of TANF Clients in the HtS Evaluation (Lead & Partner) (n = 7 of 12)	Average Age	Gender		Education	
			Female	Male	Less than High School Education	High School Education of Higher
Henrico	70	27	100%	----	42%	58%
Smyth	9	36	56%	44%	67%	33%
Washington	10	29	70%	30%	50%	50%
Virginia Beach	123	30	97%	3%	57%	43%
Richmond City	96	25	99%	1%	45%	55%

Barrier Status

Of the 308 TANF clients served through the six projects, approximately 50% had between four and six barriers to employment. Table 19 provides information about the number of TANF clients that were found to have potential barriers based on either self-report, observation, or secondary data in each of the six assessment projects.

Table 19 – Percent of TANF HtS Clients Identified with Potential Barrier

LDSS	PERCENT OF THOSE SCREENED THAT WERE DEEMED TO HAVE POTENTIAL BARRIER														
	Lack of transport	Family issues	Low motivation	No prior employment history	Poor job retention history	Lack of child care	Domestic violence	Homelessness	Legal/criminal entanglements	Substance abuse	Low functional educational level	Physical disability	Mental health issues	Learning disability	Mental retardation
Pulaski	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Henrico	74%	40%	13%	37%	39%	67%	14%	4%	7%	4%	12%	14%	14%	20%	0%
Smyth	25%	25%	75%	38%	38%	25%	0%	0%	13%	25%	13%	89%	25%	13%	0%
Washington	70%	60%	60%	40%	67%	50%	40%	10%	20%	13%	50%	20%	33%	60%	17%
Virginia Beach	68%	58%	46%	35%	72%	67%	26%	7%	27%	17%	13%	10%	64%	7%	0%
Richmond City	84%	23%	30%	45%	75%	98%	26%	13%	30%	8%	12%	1%	9%	5%	0%
TOTAL	73%	42%	35%	39%	64%	75%	23%	8%	23%	11%	14%	11%	30%	13%	1%

NOTE: Information in this table pertains to TANF clients consenting to participate in the TANF HtS evaluation and who were screened for the barrier (total "n" varies by barrier).

As can be seen in Table 19, the three most frequently identified potential barriers for TANF clients served through the assessment projects were poor job retention history, lack of transportation, and lack of child care.

Length of Services and Completion / Withdrawal Status

Sixty-eight percent (n=195) of assessment project participants completed their program and 32% withdrew (n=91). The remaining 22 TANF clients continued to be enrolled in assessment services as of June 30, 2002. Table 20 indicates, for each project, the minimum and maximum number of days of service and the average length of time in assessment services. In addition, information is provided on the number of TANF clients completing or withdrawing from the project.

Table 20 - Completion / Withdrawal Status and Length of Time in Assessment Services

<i>Lead LDSS (n=5 of 6)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>		<i>Percent Completing Services</i>	<i>Average Number of Calendar Days Complete Services</i>	<i>Percent Withdrawing from Services</i>	<i>Average Number of Calendar Days before Withdrawing from Services</i>
	<i>Total Served</i>	<i>Total Completing or Withdrawing</i>				
Henrico	70	67	27 / 40%	76	40 / 60%	48
Smyth	9	8	4 / 50%	86	4 / 50%	147
Washington	10	10	10 / 100%	106	-----	-----
Virginia Beach	123	117	108 / 92%	210	9 / 8%	196
Richmond City	96	84	46 / 54%	148	39 / 46%	81

NOTE: Completion and withdrawal information is only available for those having completed or withdrew from services on or before June 30, 2002.

Other Services Received

Of the 308 TANF clients participating in the six assessment projects, only 6% received other services funded through the TANF HtS initiative. This should not be interpreted as a reflection of need for services. Some TANF clients were served by LDSSs that only had an assessment project and no other TANF HtS projects while other clients had the benefit of being in LDSSs with multiple HtS projects. Table 21 indicates the types of services, regardless of funding source, received by TANF clients served through the assessment projects. Situational assessments, educational assessments, and transportation vouchers were the most frequently cited services.

Table 21 - Interventions Received by TANF Clients served through the Assessment Projects³¹

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=289)
Referral for Evaluation and Diagnosis	• Situational assessment	159	55%
	• Vocational assessment	102	35%
	• Educational assessment	118	41%
	• Mental illness	53	18%
	• Substance abuse issues	17	6%
	• Learning disability	7	2%
	• Physical disability	15	5%
	• Mental retardation	4	1%
	• Acute illness or untreated chronic disease	4	1%
Counseling	• Mental health counseling – individual	51	18%
	• Domestic violence counseling – individual	7	2%
	• Substance abuse counseling – individual	11	4%
	• Substance abuse counseling – group	6	2%
	• Family counseling	15	5%
	• Mental health counseling	0	0%
	• Domestic violence counseling – group	3	1%
Education	• Vocational training / job skills training	83	29%
	• GED program	32	11%
	• Basic Adult Education (5 th to 8 th grade)	11	4%
	• English as a second language program	0	0%
	• Associates degree program	9	3%
	• External Diploma Program	0	0%
	• Family literacy	0	0%
Employment-Related Interventions	• Employment counseling	101	35%
	• Job search (e.g., resume development, interview training)	89	31%
	• Placed in employment (30 hrs./wk or more)	76	26%
	• Job coach / job mentoring (short-term, pre-employment to less than 1 month post-employment)	7	2%
	• Job coach / job mentoring (long-term, greater than 1 month post-employment)	5	2%

³¹ Based on data from 289 TANF clients for whom the *Running Log of Interventions* form was submitted.

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=289)
	• Placed in employment (less than 30 hrs./wk)	27	9%
	• Utilization of assistive technology	4	1%
Financial Management Training	• Budgeting and money management	55	19%
	• Credit counseling	3	1%
Transportation	• Private transportation company	7	2%
	• Vouchers for public transportation	114	39%
	• Loan program to allow client to purchase vehicle	0	0%
	• Financial resources for vehicle repair/maintenance	3	1%

Employment

Of the 308 TANF clients served through the assessment projects, 84% (n=258) were not employed at the time they began receiving services; 16% were. Of the 258 that were not employed, 28% (n=72) became employed at some point in time after beginning services. The average starting hourly wage was \$6.61 and the average number of hours worked per week was 32. Of the 72 employed after beginning assessment activities, 38% retained their employment for 90 days or more. Table 22 highlights the employment outcomes for each of the assessment projects.

Table 22 - Employment Outcomes by Assessment Project

Lead LDSS (n=5 of 6)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	Not Employed at Start of Services	Percent Employed after Assessment Services Initiated	Average Hourly Wage	Average Hours Worked per Week	Percent Retaining Employment for 90 days or more*
Henrico	70	65 / 93%	6 / 9%**	7.78	28	0%
Smyth	9	9 / 100%	0 / 0%**	-----	-----	-----
Washington	10	9 / 90%	6 / 67%	5.49	30	33%
Virginia Beach	123	86 / 70%	53 / 62%	6.58	33	45%
Richmond City	96	89 / 93%	7 / 8%**	6.76	32	14%

*Only includes those employed prior to April 01, 2002.

** These projects focused on the exempt population; they were not required to work.

Case Management Projects

Case management works to ensure that TANF clients have access to the community resources necessary to address the interrelated issues that are creating barriers to employment. Generally, it is intensive and characterized by case managers with small caseloads, more frequent contacts, and ongoing support for interventions. Case managers match client service needs to specific resources, develop an individualized package of services, and determine their sequence and timing. Such resources might include treatment for substance abuse, domestic violence services, primary healthcare for the participant and family members, training to improve literacy skills, housing, child care, referrals to education and training programs, job readiness training, and job placement services. The case managers usually offer assistance with appointments and crisis intervention and may see clients in their home.

The case management approach may include bringing together and integrating all services in one location -- “wrap-around” services – as this may help improve service outcomes for participants with multiple problems. "Wrap around" services make the most efficient use of time for both participants and agency staff and reduces or eliminates the need for transportation and support resources. This approach helps clients' access services more rapidly, with limited or no lag time, and they often progress more quickly from one phase of the program to another.

Case management often includes the use of interdisciplinary service teams. Integration of services helps address the complex treatment needs that many of the TANF clients have. Staff within LDSSs, CSBs, employment service organizations, or other settings may provide services. The designation of the lead agency will depend on the types of services planned, relationship with the client, level of available resources, and other factors within localities.

An important facet of case management is to foster, over time, the client’s movement toward greater personal responsibility and independence and to build on the family’s strengths. The ultimate goal is increased self-sufficiency and resourcefulness in solving problems and acquiring life skills.

There were five case management projects funded through the TANF HtS initiative. The fiscal year 2002 (FY02) allocation across the 11 LDSSs involved was \$589,970. Table 23 identifies the lead and partner LDSSs involved, the financial allocations, and the number of clients served per project.

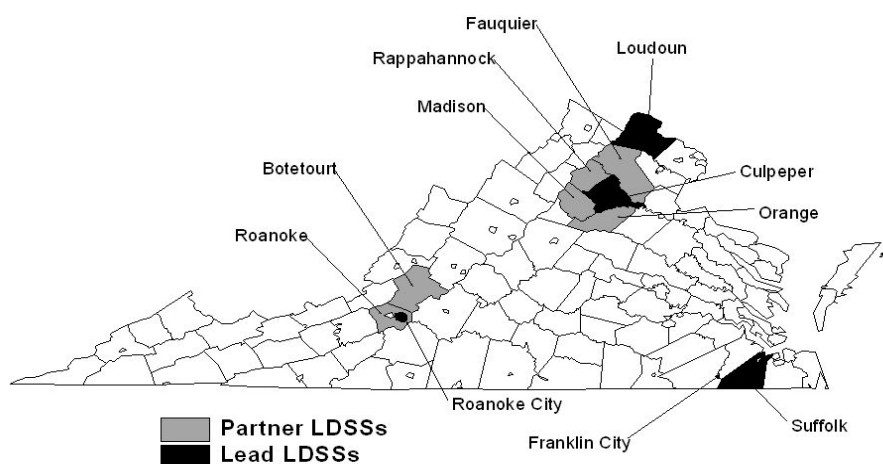
Table 23 - Allocations to and Clients Served by the Case Management Projects

<i>Lead LDSS (n=5)</i>	<i>Partner LDSSs (n=6)</i>	<i>FY 02 Allocation to Lead Agency</i>	<i>Number of TANF clients in the HtS Evaluation</i>
Loudoun	-----	\$81,910	5
Roanoke City	Botetourt, Roanoke County	\$378,729	30
Franklin City	-----	\$45,750	53
Suffolk	-----	\$74,781	34
Culpeper	Fauquier, Madison, Orange, Rappahannock	\$8,800	23

Distribution of Case Management Projects

As mentioned previously, many LDSSs used a case management model. Five were funded through the TANF HtS initiative specifically for the implementation of case management services. Figure 4 illustrates the distribution of LDSSs funded for case management programs.

Figure 4 - Distribution of Case Management Projects



Brief Description of Projects

Many HtS projects included intensive case managers as part of their program and regarded them as critical to its success. Generally, the case managers handled and coordinated the multiple services required by clients. This included following up with the client to facilitate compliance with appointments, consultation with service providers and LDSS VIEW staff, and the provision of crisis or emergency services as needed to maintain the clients' attendance at appointments and participation in the program. Generally, HtS projects with an intensive case manager had streamlined referral processes and greater utilization of other agencies' services.

Five TANF HtS projects were funded specifically for implementation of case management programs. Each project is briefly described below:

- **Roanoke City** contracted with Total Action Against Poverty (TAP) to locate and work with clients who had been sanctioned for more than three months. TAP case managers located clients and worked with them to address the cause of their failure to comply with VIEW requirements. A needs assessment was completed and an action plan developed that specified required activities to remove the client's sanction. Since most were in their second sanction, clients could not "cure" it, but had to wait for its expiration (usually six months). Through the resources of the TAP Center for Employment and Training, clients received, as appropriate, job readiness training, technical training, and subsidized employment opportunities. Assistance was also provided with job search and job placement. Staff also referred clients to other providers for treatment and services. Intensive, ongoing one-on-one client contact helped ensure that clients participated in services and activities.
- **Franklin City's *Intensive Case Management and Job-Seeking and Retention Training*** project, in partnership with Norfolk State University, utilized social workers to provide in-depth client assessments, develop individualized intervention plans, and provide intensive case management to facilitate the clients' movement toward employment. The project served both VIEW clients and those exempt from VIEW.
- **Culpeper's *Mother's Challenge*** utilized the group process and facilitated networking among clients to address the multiple barriers faced by mothers entering or re-entering the workplace. Rather than a case manager, the project used a self-help or empowerment strategy. The majority of participating mothers concentrated on increasing their ability to retain a job or advance in their career.³²

³² Culpeper's project was focused on peer mentoring rather than intensive case management. However, it is placed in the case management group because of a lack of fit with other project focus areas (i.e., education, transportation, workplace supports, etc).

- **Suffolk's Comprehensive Case Management** project operated in the agency's "one-stop" Career and Resource Center that offered TANF clients a wide array of services on-site from multiple community providers. A Comprehensive Case Manager and Case Aide (funded through the project) matched the clients' needs with community services and then expedited access to services. With the receipt of relevant client information from the case manager, the providers were able to reduce their intake processes and offer more immediate services. The Career and Resource Center offered Adult Basic Education classes, provided general advice about housing, budgeting, transportation, and food and nutrition, and offered opportunities for higher education. A computer laboratory was available to clients who were using the Internet for their job search. Partners included DRS, Adult Education, SRHA, WtW, ROI, STOP, Urban League of Norfolk, P. D. Camp Community College, Western Tidewater Mental Health, DCSE, Virginia Extension Service, The Planning Council, Educational Opportunity Center and The Phoenix Center (domestic violence).
- **Loudoun County's Intensive Case Management** project utilized an intensive case manager to work with clients, emphasizing both family stability and employment success. The goal was to strengthen the entire family by involving family members in decision-making, problem-solving, and goal-setting. These skills were to assist parents in maintaining employment. Project staff collaborated with community partners and referred clients to the local CSB for substance abuse and mental health services and to ECHO (Every Citizen Has Opportunities) for transportation and job mentoring. Unfortunately, this project was only implemented for part of the grant year due to staff attrition.

Characteristics of TANF Clients Served

Of the 150 TANF clients receiving services through the case management projects and participating in the HtS evaluation, nearly 50% (n=72) were VIEW-mandated and 23% (n=34) were exempt at the time they began case management services. As anticipated, based on the program description in the preceding section, 97% of Roanoke City's clients were sanctioned. Table 24 indicates the TANF status for clients served through each of the six case management projects.

Table 24 - TANF Status of Clients Served by the Case Management Projects

Lead LDSS (n=5)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	TANF Status				
		VIEW	Exempt	Transitional	Post- Transitional	Sanctioned*
Loudoun	5	80%	-----	-----	-----	20%
Roanoke City	30	-----	-----	3%	-----	97%
Franklin City	53	57%	43%	-----	-----	-----
Suffolk	34	55%	27%	15%		3%
Culpeper	23	65%	9%	17%	9%	

*Sanctioned clients are mandated VIEW clients who have not complied with requirements.

The average age of TANF clients served through the case management projects was 28 years. Ninety-five percent were female. Only 10% of the clients were married. Slightly less than 50% had at least a high school education. Table 25 highlights the demographic characteristics of the TANF clients served by each of the six case management projects.

Table 25 - Characteristics of TANF Clients Served by the Case Management Projects

Lead LDSS (n=5)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	Average Age	Gender		Education	
			Female	Male	Less than High School Education	High School Education of Higher
Loudoun	5	25	100%	-----	60%	40%
Roanoke City	30	29	100%	-----	67%	33%
Franklin City	53	27	100%	-----	48%	52%
Suffolk	34	30	81%	19%	50%	50%
Culpeper	23	28	95%	5%	48%	52%

Barrier Status

Of the 145 TANF clients served through the six projects, approximately 50% had between four and six barriers to employment. Table 26 provides information about the number of TANF clients that were found to have potential barriers based on either self-report, observation, or secondary data in each of the seven case management projects.

Table 26 – Percent of TANF HtS Clients Identified with Potential Barrier

LDSS	PERCENT OF THOSE SCREENED THAT WERE DEEMED TO HAVE POTENTIAL BARRIER														
	Lack of transport	Family issues	Low motivation	No prior employment history	Poor job retention history	Lack of child care	Domestic violence	Homelessness	Legal/criminal entanglements	Substance abuse	Low functional educational level	Physical disability	Mental health issues	Learning disability	Mental retardation
Loudoun	60%	100%	80%	80%	100%	100%	20%	80%	40%	0%	100%	100%	100%	100%	0%
Roanoke City	76%	54%	72%	21%	96%	79%	30%	21%	36%	22%	69%	9%	39%	39%	13%
Franklin City	50%	72%	85%	44%	40%	60%	23%	0%	4%	24%	67%	6%	47%	60%	9%
Suffolk	41%	22%	19%	35%	59%	12%	25%	27%	27%	19%	32%	44%	74%	45%	27%
Culpeper	60%	56%	20%	44%	60%	38%	33%	7%	20%	46%	50%	20%	60%	11%	13%
TOTAL	58%	58%	56%	37%	66%	46%	26%	24%	24%	24%	59%	17%	54%	48%	14%

NOTE: Information in this table pertains to TANF clients consenting to participate in the TANF HtS evaluation and who were screened for the barrier (total "n" varies by barrier).

As can be seen in Table 26, the four most frequently identified potential barriers for TANF clients served through the case management projects were poor job retention history, low functional educational levels, lack of transportation, and family issues.

Length of Services and Completion / Withdrawal Status

Thirty-nine percent (n=27) of case management project participants completed their program and 61% withdrew (n=43). The remainder continued to receive services at the time the data reporting period ended. Table 27 indicates, for each project, the minimum and maximum number of days of service and the average length of time in case management services. In addition, information is provided on the number of TANF clients completing or withdrawing from the project.

Table 27 - Completion / Withdrawal Status and Length of Time in Case Management Services

Lead LDSS (n=6)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)		Percent Completing Services	Average Number of Calendar Days To Complete Services	Percent Withdrawing from Services	Average Number of Calendar Days before Withdrawing from Services
	Total Served	Total Completing or Withdrawing				
Loudoun	5	2	0 / 0%	-----	2 / 100%	62
Roanoke City	30	19	1 / 5%	Missing data	18 / 95%	118
Franklin City	53	2	0 / 0%	-----	2 / 100%	90
Suffolk	34	29	12 / 41%	263	17 / 59%	234
Culpeper	23	18	14 / 78%	76	4 / 22%	28

NOTE: Completion and withdrawal information is only available for those having completed or withdrew from services on or before June 30, 2002.

Other Services Received

Of the 145 TANF clients participating in the five case management projects, 69% also received other services funded through the TANF HtS initiative. Table 28 indicates the types of services, regardless of funding source, received by TANF clients served through the case management projects. Situational assessments, employment counseling, and job search were the services most frequently received by TANF clients participating in case management projects.

As compared to other projects, those in case management projects appeared less likely to be placed in employment 30 or more hours per week but were more likely to be placed in employment less than 30 hours per week. A case management approach may serve to link the client with a number of community resources and services that help address underlying barriers. Receipt of a number of diverse services may make working more than 30 hours per week difficult initially.

Table 28 - Interventions Received by TANF Clients Served in Case Management Projects³³

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=138)
Referral for Evaluation and Diagnosis	• Situational assessment	76	55%
	• Vocational assessment	25	18%
	• Educational assessment	21	15%
	• Mental illness	14	10%
	• Substance abuse issues	14	10%
	• Learning disability	9	7%
	• Physical disability	3	2%
	• Mental retardation	2	1%
	• Acute illness or untreated chronic disease	0	0%
Counseling	• Mental health counseling - individual	21	15%
	• Domestic violence counseling – individual	10	7%
	• Substance abuse counseling – individual	5	4%
	• Substance abuse counseling – group	11	8%
	• Family counseling	11	8%
	• Mental health counseling	10	7%
	• Domestic violence counseling – group	6	4%
Education	• Vocational training / job skills training	42	30%
	• GED program	14	10%
	• Basic Adult Education (5 th to 8 th grade)	5	4%
	• English as a second language program	1	<1%
	• Associates degree program	2	1%
	• External Diploma Program	0	0%
	• Family literacy	1	<1%
Employment-Related Interventions	• Employment counseling	61	44%
	• Job search (e.g., resume development, interview training)	62	45%
	• Placed in employment (30 hrs./wk or more)	9	7%
	• Job coach / job mentoring (short-term, pre-employment to less than 1 month post-employment)	17	12%
	• Job coach / job mentoring (long-term, greater than 1 month post-employment)	3	2%

³³ Based on data from 138 TANF clients for whom the *Running Log of Interventions* form was submitted.

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=138)
	• Placed in employment (less than 30 hrs./wk)	23	17%
	• Utilization of assistive technology	3	2%
Financial Management Training	• Budgeting and money management	25	18%
	• Credit counseling	8	6%
Transportation	• Private transportation company	13	9%
	• Vouchers for public transportation	22	16%
	• Loan program to allow client to purchase vehicle	2	1%
	• Financial resources for vehicle repair/maintenance	11	8%

Employment

Of the 145 TANF clients served through the case management projects, 70% (n=101) were not employed at the time they began receiving services; 30% were. Of the 101 that were not employed, 34% (n=36) became employed at some point in time after beginning services. The average starting hourly wage was \$6.36 and the average number of hours worked per week was 30. Of the 36 employed after beginning case management services, 61% retained their employment for 90 days or more. Table 29 highlights the employment outcomes for each of the six case management projects.

Table 29 - Employment Outcomes by Case Management Project

Lead LDSS (n=6)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	Not Employed at Start of Services	Percent Employed after Case Mgt. Services Initiated	Average Hourly Wage	Average Hours Worked per Week	Percent Retaining Employment for 90 days or more*
Loudoun	5	3 / 60%	2 / 67%	5.83	25	2 / 100%
Roanoke City	30	23 / 77%	6 / 26%	5.40	21	5 / 83%
Franklin City	53	41 / 77%	17 / 42%	6.32	29	9 / 53%
Suffolk	34	27 / 79%	9 / 33%	6.80	38	6 / 67%
Culpeper	23	7 / 30%	2 / 29%	8.13	38	0 / 0%

*Only includes those employed prior to April 01, 2002.

Mental Health / Substance Abuse (MH/SA) Projects

Barriers to employment among welfare recipients have emerged as a concern given work requirements and time limits on welfare. Substance abuse is among the many problems that can interfere with employment and job retention. Estimates of the prevalence of this problem among welfare recipients vary widely in the nation due to differences in study methodology. Studies have found that between 10 and 20 percent of welfare recipients have substance abuse problems³⁴, though states have reported higher incidence rates.

TANF clients often have co-existing mental health issues and substance abuse issues that impact their employability. Nationally, it is estimated that between 4% and 28% of welfare recipients face mental health issues. State and local estimates range from 13-39%.³⁵ Individuals with mental health issues may have limited or sporadic work history, an inability to cope, difficulty concentrating, and/or poor social functioning. Disruptions may occur in the work environment as a result of mental health issues, and psychiatric medications can affect the quality of work. Further, employers may be reluctant to hire persons with known mental health issues.^{36,37,38}

It is not unusual for substance abuse and mental health issues to go undetected and/or unresolved because of the social stigma associated with disclosure and subsequent treatment. A lack of self-disclosure coupled with welfare staff that often lack adequate training to identify these issues, may leave the client unaware of available benefits and services.³⁹

Once accurate diagnostic information is obtained, tailored treatment interventions are initiated. For clients with mild issues, this may involve short-term solution focused counseling and work-related activities such as job readiness class and job search provided concurrently. In more severe cases, intensive psychotherapy and medication intervention may be required. Some

³⁴ Strawn, J. (1997). Substance abuse and welfare reform policy. *Welfare Information Network Issue Notes*, 1(1).

³⁵ Johnson, A and Meckstroth, A (1998). Ancillary services to support welfare to work. Mathematica Policy Research, Inc. Princeton, NJ.

³⁶ Derr, MK, Hill, H. and Pavetti, L. (2000). Addressing mental health problems among TANF recipients: A guide for program administrators. Mathematica Policy Research, Inc.: Princeton, NJ. MPR Reference No.: 8528-100.

³⁷ Dion, MR, Derr, MK, Anderson, J and Pavetti, L. (1999). Reaching all job-seekers: Employment programs for hard-to-employ populations. Mathematica Policy Research, Inc.: Princeton, NJ.

³⁸ Wilkens, A (2002). Strategies for hard-to-serve TANF recipients. National Conference on State Legislatures.

³⁹ Brown, R (unknown). Addressing substance abuse and mental health problems under welfare reform: State issues and strategies. NGA Center for Best Practices Issue Brief. Funding provided by the Robert Wood Johnson Foundation.

clients may need assistance with social security disability income applications if their mental health issues are severe enough to inhibit work. An intensive case manager can play a key role in helping TANF clients adhere to scheduled appointments and activities while simultaneously monitoring the client for any subtle changes in behaviors or attitudes.

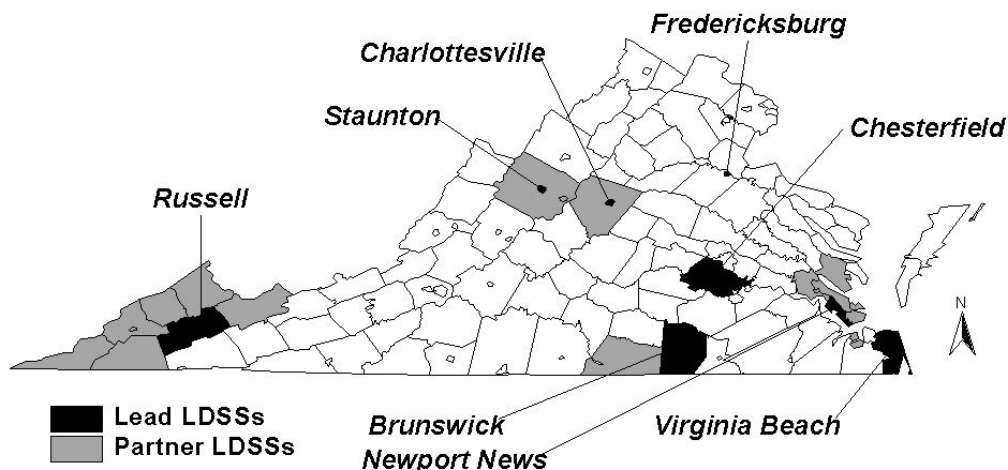
Through the TANF HtS Initiative, eight LDSSs received funds to implement mental health / substance abuse projects that could address one or both disorders, depending on the client's situation. There were 16 partner LDSSs involved. One common thread across programs was a commitment to accurate and timely detection of mental health and substance abuse issues through thorough screening, assessment, and diagnostic activities. Some LDSSs had additional programmatic elements including intensive case management and counseling. The fiscal year 2002 (FY02) allocation across the 24 LDSSs involved was \$953,479. Table 30 identifies the lead and partner LDSSs involved, the financial allocations, and number of clients served per project.

Table 30 - Allocations to and Clients Served by the MH/SA Projects

<i>Lead LDSS (n=8)</i>	<i>Partner LDSSs (n=16)</i>	<i>FY 02 Allocation to Lead Agency</i>	<i>Number of TANF clients in the HtS Evaluation</i>
Charlottesville	Albermarle	\$83,215	42
Brunswick	Mecklenburg	\$98,506	3
Russell	Buchanan, Dickenson, Lee, Scott, Tazewell, Wise, Norton City	\$118,692	33
Chesterfield	-----	\$58,052	39
Fredericksburg	-----	\$154,238	57
Virginia Beach	Portsmouth	\$81,200	123
Staunton / Augusta	Waynesboro	\$150,244	38
Newport News	Gloucester, James City, York/Poquoson, Hampton, Williamsburg City	\$209,332	31

The MH/SA projects were distributed across a broader geographic area than other projects. A large project in western Virginia involved eight LDSSs. There was also a number of LDSSs participating in the TANF HtS initiative in the eastern part of the state. Figure 5 illustrates the distribution of lead and partner LDSSs.

Figure 5 - Distribution of MH / SA Projects



Brief Project Description

This section provides a brief description of the eight MH / SA projects funded through the TANF HtS Initiative. Since they had many common features, they are discussed as a group.

Community Service Boards (CSBs) were the primary partners for five projects, Charlottesville, Chesterfield, Fredericksburg, Staunton/Augusta, and Newport News. Health organizations were the primary partners in two projects, Russell and Brunswick. As mentioned previously, all programs were committed to accurate and timely detection of mental health and/or substance abuse issues through thorough screening, assessment, and diagnostic activities. Russell and Chesterfield also addressed domestic violence. All projects utilized clinicians, most licensed or certified (i.e., licensed clinical social workers, certified substance abuse counselors, etc.) and co-located staff within social service agencies to increase accessibility for referrals and services. The exception to co-location was Russell, which used health clinics.

Across projects, clinicians took immediate referrals for screening and assessment and/or consultation. Virginia Beach DSS and their partner, Portsmouth DSS, employed their own clinicians to provide this service. Charlottesville's CSB provided a full-time clinician for the agency and another for their LDSS partner, Albemarle; Fredericksburg DSS received the same support. Chesterfield shared the hiring and supervision with the CSB. Newport News' full-time

clinician from the CSB was located at a regional employment services center. Russell's four licensed clinical social workers (LCSWs) received referrals at the health clinics where many TANF clients go. Brunswick's case manager/clinician screened TANF clients and then referred them to the hospital for treatment, if indicated. In most cases, the TANF/VIEW staff did a pre-screening and referred individuals with a potential problem to the clinicians, though in Fredericksburg the clinician screened all VIEW clients.

Almost all MH/SA projects offered case management services, but projects sometimes used other staff or programs to offer this service. Chesterfield's clinician offered it for a short duration until the client became engaged in treatment and his/her situation had stabilized. Case management was part of Virginia Beach's services, as well as Fredericksburg's and Brunswick's. Newport News funded their regional employment center to provide case management. Staunton-Augusta had several case managers under the supervision of the clinician, and they also provided several employment-focused services. Russell and Charlottesville used other programs to provide ongoing case management.

Characteristics of TANF Clients Served

Of the 366 TANF clients receiving services through the MH/SA projects, 89% (n=324) were VIEW-mandated, 6% (n=22) were exempt, 3% (n=11) were sanctioned, and 2% (n=8) were transitional at the time they began services. Table 31 indicates the TANF status for clients served through each of the MH/SA projects.

Table 31 - TANF Status of Clients Served by the MH/SA Projects

Lead LDSS (n=8)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	TANF Status			
		VIEW	Exempt	Sanctioned	Transitional
Charlottesville	42	83%	5%	-----	12%
Brunswick	3	67%	33%	-----	-----
Russell	33	100%	-----	-----	-----
Chesterfield	39	85%	10%	5%	-----
Fredericksburg	57	84	14%	-----	2%
Virginia Beach	123	96	-----	2%	2%
Staunton / Augusta	38	87	13%	-----	-----
Newport News	31	74	7%	19%	-----

The average age of TANF clients served through the MH/SA projects was 31 years. Ninety-one percent of project participants were female, but nearly 20% were male in the Russell and Staunton-Augusta projects. Twelve percent of clients were married. Fifty-seven percent had at least a high school education, though the percent was much lower in Virginia Beach and Newport News. Table 32 highlights the demographic characteristics of the TANF clients served by each of the eight MH/SA projects.

Table 32 - Demographic Characteristics of the TANF Clients Served by the MH/SA Projects

Lead LDSS (n=8)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	Average Age	Gender		Education	
			Female	Male	Less than High School Education	High School Education or Higher
Charlottesville	42	33	95%	5%	36%	64%
Brunswick	3	29	100%	----	-----	100%
Russell	33	29	79%	21%	33%	67%
Chesterfield	39	35	97%	3%	20%	80%
Fredericksburg	57	31	87%	13%	37%	63%
Virginia Beach	123	30	97%	3%	57%	43%
Staunton / Augusta	38	31	81%	19%	36%	64%
Newport News	31	30	86%	14%	62%	38%

Barrier Status

Of the 366 TANF clients receiving MH/SA services, 86% were actually screened for MH issues and 96% were screened for SA issues. Most clients served through the MH/SA projects had multiple barriers to employment. Of the 366 TANF clients served through the eight projects, nearly one-half (46%) had between four and six barriers to employment. Table 33 provides information about the number of TANF clients that were found to have potential barriers based on either self-report, observation, or secondary data in each of the eight MH/SA projects.

Table 33 – Percent of TANF HtS Clients Identified with Potential Barrier

LDSS	PERCENT OF THOSE SCREENED THAT WERE DEEMED TO HAVE POTENTIAL BARRIER														
	Lack of transport	Family issues	Low motivation	No prior employment history	Poor job retention history	Lack of child care	Domestic violence	Homelessness	Legal/criminal entanglements	Substance abuse	Low functional educational level	Physical disability	Mental health issues	Learning disability	Mental retardation
Charlottesville	55%	69%	34%	2%	46%	50%	38%	14%	24%	14%	15%	44%	81%	33%	8%
Brunswick	33%	100%	100%	33%	33%	0%	67%	0%	33%	100%	33%	33%	100%	0%	0%
Russell	88%	12%	21%	27%	27%	52%	6%	0%	39%	30%	33%	30%	88%	33%	0%
Chesterfield	56%	74%	49%	3%	56%	69%	77%	31%	23%	33%	11%	18%	62%	16%	0%
Fredericksburg	60%	32%	30%	14%	42%	39%	34%	18%	26%	37%	25%	41%	52%	23%	40%
Virginia Beach	68%	58%	46%	35%	72%	67%	26%	7%	27%	17%	13%	10%	64%	7%	0%
Staunton / Augusta	45%	47%	35%	26%	44%	11%	42%	3%	29%	34%	19%	26%	68%	27%	11%
Newport News	84%	81%	81%	58%	94%	45%	55%	26%	39%	62%	0%	50%	95%	33%	0%
TOTAL	64%	54%	42%	25%	57%	51%	37%	13%	29%	28%	17%	24%	69%	23%	4%

NOTE: Information in this table pertains to TANF clients consenting to participate in the TANF HtS evaluation and who were screened for the barrier (total "n" varies by barrier).

As can be seen in Table 33, the three most frequently identified potential barriers for TANF clients served through the MH/SA programs were mental health issues, lack of transportation, and poor job retention history. Interestingly, 69% of the TANF clients were found to have potential MH problems, but only 28% screened were found to have potential SA issues. Among this group of TANF clients, mental health issues were more prevalent than substance abuse issues.

Length of Services and Completion / Withdrawal Status

Seventy-three percent (n=228) of MH/SA program participants completed their program and 27% withdrew (n=83). Fifty-five continued to be enrolled in services as of June 30, 2002. Table 34 indicates, for each MH/SA project, the number of TANF clients completing or withdrawing. In addition, the average number of days of service is provided for those who completed and those who withdrew.

Table 34 - Completion / Withdrawal Status and Length of Time in MH/SA Services

<i>Lead LDSS (n=8)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>		<i>Percent Completing Services</i>	<i>Average Number of Calendar Days To Complete Services</i>	<i>Percent Withdrawing from Services</i>	<i>Average Number of Calendar Days before Withdrawing from Services</i>
	<i>Total Served</i>	<i>Total Completing or Withdrawing</i>				
Charlottesville	42	35	46%	176	54%	109
Brunswick	3	3	33%	40	67%	229
Russell	33	33	100%	28	0%	-----
Chesterfield	39	38	90%	14	8%	75
Fredericksburg	57	49	45%	76	55%	105
Virginia Beach	123	117	92%	210	8%	196
Staunton / Augusta	38	21	52%	45	48%	276
Newport News	31	16	19%	254	81%	140
TOTAL	366	312	73%	132	27%	144

NOTE: Completion and withdrawal information is only available for those having completed or withdrew from services on or before June 30, 2002.

Other Services Received

Of the 366 TANF clients participating in the eight MH/SA projects, 38% also received other services funded through the TANF HtS initiative. Table 35 indicates the types of services, regardless of funding source, received by TANF clients served through the MH/SA projects. Nearly one-half received referrals for evaluation of potential MH and SA issues. Other frequent services included mental health counseling (40%) and employment counseling (46%).

Table 35 - Interventions Received by TANF Clients Served through the MH/SA Projects⁴⁰

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=341)
Referral for Evaluation and Diagnosis	• Situational assessment	151	44%
	• Vocational assessment	65	19%
	• Educational assessment	53	16%
	• Mental illness	177	52%
	• Substance abuse issues	158	46%
	• Learning disability	20	6%
	• Physical disability	7	2%
	• Mental retardation	6	2%
	• Acute illness or untreated chronic disease	4	1%
Counseling	• Mental health counseling - individual	136	40%
	• Domestic violence counseling – individual	23	7%
	• Substance abuse counseling – individual	38	11%
	• Substance abuse counseling – group	29	9%
	• Family counseling	35	10%
	• Mental health counseling	9	3%
	• Domestic violence counseling – group	7	2%
Education	• Vocational training / job skills training	24	7%
	• GED program	19	6%
	• Basic Adult Education (5 th to 8 th grade)	1	<1%
	• English as a second language program	2	<1%
	• Associates degree program	2	<1%
	• External Diploma Program	0	0%
	• Family literacy	1	<1%
Employment-Related Interventions	• Employment counseling	158	46%
	• Job search (e.g., resume development, interview training)	151	44%
	• Placed in employment (30 hrs./wk or more)	98	29%
	• Job coach / job mentoring (short-term, pre-employment to less than 1 month post-employment)	17	5%
	• Job coach / job mentoring (long-term, greater than 1 month post-employment)	22	7%
	• Placed in employment (less than 30 hrs./wk)	32	9%
	• Utilization of assistive technology	10	3%

⁴⁰ Based on data from 341 TANF clients for whom the *Running Log of Interventions* form was submitted.

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=341)
Financial Management Training	• Budgeting and money management	74	22%
	• Credit counseling	5	2%
Transportation	• Private transportation company	23	7%
	• Vouchers for public transportation	68	20%
	• Loan program to allow client to purchase vehicle	5	2%
	• Financial resources for vehicle repair/maintenance	25	7%

Employment

Of the 366 TANF clients served through the MH/SA projects, 69% (n= 252) were not employed at the time they began receiving services; 31% were. Of the 252 that were not employed, 52% (n= 132) became employed at some point in time after beginning services. The average starting hourly wage was \$6.95 and the average number of hours worked per week was 32. Of the 132 employed after beginning MH/SA services, 39% (n=51) retained their employment for 90 days or more. Table 36 highlights the employment outcomes for each of the eight MH/SA projects.

Table36 - Employment Outcomes by MH/SA Project

Lead LDSS (n=8)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	Not Employed at Start of Services	Percent Employed after MH/SA Services Initiated	Average Hourly Wage	Average Hours Worked per Week	Percent Retaining Employment for 90 days or more*
Charlottesville	42	24 / 57%	13 / 54%	\$7.37	30	4 / 31%
Brunswick	3	1 / 33%	0 / 0%	-----	-----	-----
Russell	33	26 / 79%	9 / 35%	\$5.89	31	0 / 0%
Chesterfield	39	32 / 81%	15 / 47%	\$7.39	32	4 / 27%
Fredericksburg	57	29 / 51%	17 / 59%	\$8.50	34	7 / 41%
Virginia Beach	123	86 / 70%	53 / 62%	\$6.58	33	24 / 45%
Staunton / Augusta	38	30 / 79%	18 / 60%	\$6.41	33	9 / 50%
Newport News	31	24 / 77%	7 / 29%	\$6.93	32	3 / 43%

*Only includes those employed prior to April 01, 2002.

Substance Abuse Projects

Research suggests that welfare recipients are more likely to abuse drugs and alcohol than non-recipients. The United States Department of Health and Human Services, in 2000, estimated that 460,000 welfare families or 1.2 million parents and children had substance abuse as a barrier.⁴¹ Based on national figures, Virginia estimates that 20% of its VIEW clients have substance abuse issues.⁴²

Substance abuse issues are a barrier to employment for TANF clients. Comprehensive substance abuse programs that incorporate a continuum of services are critical in helping TANF clients with abuse issues achieve long-term self-sufficiency. The continuum should include comprehensive screening, assessment and diagnostic activities followed by tailored treatment interventions with a progressive incorporation of job search and work-related activities as the abuse issues become more manageable.

Through the TANF HtS Initiative, DMHMRSAS and four LDSSs received funds to implement programs focused solely on substance abuse interventions. Programs varied from locality to locality based on the availability of community-based service providers and LDSS partners, the characteristics of the TANF population served, and the characteristics of the local community. The following section provides a brief description of the five substance abuse-only programs funded through the TANF HtS Initiative.

⁴¹ Parra, G. (2002). *Welfare Reform and Substance Abuse: Innovative Strategies*. National Health Policy Forum. The George Washington University: Washington, DC

⁴² Virginia Department of Social Services (1999). *Virginia Welfare Reform: Employment strategies for the Hard-to-Serve*. Report to Senate Finance and House Appropriations Committees. Virginia General Assembly.

For the SA-only projects funded through the TANF HtS initiative, the fiscal year 2002 (FY02) allocation across the 19 localities involved was \$804,783. Table 37 identifies the lead and partner LDSSs involved, the financial allocations, and the number of clients served per project.

Table 37 - Allocations to and Clients Served by the SA Projects

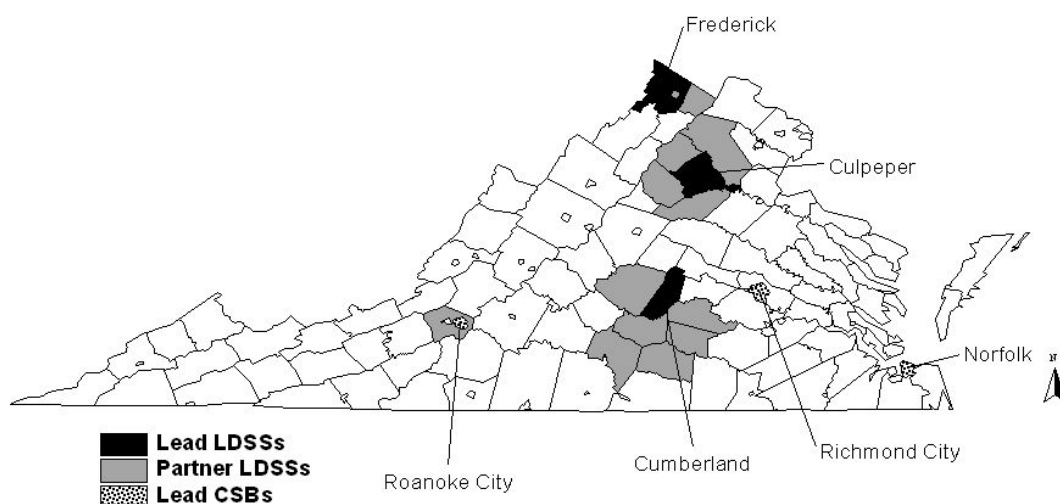
<i>Lead (n=4)</i>	<i>Partner LDSSs (n=16)</i>	<i>FY 02 Allocation to Lead Agency</i>	<i>Number of TANF clients in the HtS Evaluation</i>
Culpeper LDSS	Fauquier, Madison, Orange, Rappahannock	\$62,484	22
Cumberland LDSS*	Amelia, Buckingham, Charlotte, Lunenburg, Nottoway, Prince Edward	\$84,937	0
Frederick LDSS	Clarke, Winchester	\$44,200	3
DMHMRSAS and CSBs	Roanoke County, Roanoke City, Richmond City, Norfolk,	\$382,082	29
Norfolk LDSS**	-----	\$231,081	0

*The Cumberland DSS project did not serve any TANF clients because of lack of referrals from the LDSSs to the Crossroads CSB.

**The adult population served under the Norfolk LDSS project was reported through the MHMRSAS project.

The SA-only projects were located in five areas of the state: northern, central, southside, western and Tidewater. Figure 6 illustrates the distribution of lead and partner LDSSs as well as the three lead CSB localities under the DMHMRSAS project.

Figure 6 – Distribution of SA-only Projects



Brief Project Description

All SA projects involved partnerships between LDSSs and CSBs. Project funds were used to train social service staff to identify and refer TANF clients who would benefit from specialized screening and/or diagnostic assessment. Clinicians provided and/or arranged for treatment at the CSBs or with other providers. In the DMHMRSAS project, the three CSBs also offered intensive and specialized case management services and utilized the full continuum of substance abuse services. Below is a brief description of each of the five projects.

- **Culpeper** formed a partnership with the Rappahannock-Rapidan CSB to offer substance abuse services, assessment and treatment. VIEW staff used a locally-developed Screening Toolkit to identify individuals who met criteria for referral to the project. A clinician from the CSB did substance abuse assessments and offered treatment for those who needed services.
- **Cumberland's Substance Abuse Identification and Treatment Project** was a partnership with Crossroads CSB. Project staff received training to identify and refer TANF clients with possible substance abuse problems. The plan was to engage individuals with a diagnosed problem in a work adjustment program, group therapy, and parenting classes and then provide job search and job coaching services. However, no clients were served because of a lack of identification of individuals with a potential problem and, thus, a lack of referrals to Crossroads.
- **Frederick** partnered with Northwestern Mental Health Center. Clients received assessment and treatment services. The Center also provided training to project staff in the assessment and referral of clients with substance abuse barriers.
- For the **DMHMRSAS project**, three CSBs received funds to provide substance abuse services for TANF clients, utilizing a model of intensive case management and wrap-around services focused on helping women overcome substance abuse and dependence, as well as other problems. This model is referred to as VIEW-LINK. It includes initial and ongoing assessments (including mental health) and provision of or referral to a full continuum of treatment services. Collaborative teams at the management and staff levels supported interdisciplinary approaches in service delivery and specialized employment services provided through the Department of Rehabilitative Services (DRS).
- **Norfolk** expanded collaboration with the Norfolk CSB to develop a complementary program to VIEW-LINK, one focused on substance abuse and addiction problems of children and youth. It was thought that supplying substance abuse treatment for both children and parents would increase the parents' success in obtaining and retaining employment. Many participants were the children of the TANF clients served by the VIEW-LINK program.

Characteristics of TANF Clients Served

Fifty-four TANF clients participated in SA services provided through the TANF HtS initiative. Of the 54 TANF clients receiving services, 69% (n=36) were VIEW-mandated, 15% (n=8) were exempt, 12% (n=6) were transitional, and 4% (n=2) were post-transitional at the time they began SA services. As can be seen in Table 38, all of the TANF clients served through Frederick's projects were VIEW-mandated as compared to only 60% of those served through the CSBs under the DMHMRSAS project.

Table 38 - TANF Status of Clients Served by the SA Projects

Lead LDSS (n=4)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	TANF Status			
		VIEW	Exempt	Transitional	Post-Transitional
Culpeper	22	77%	0%	14%	9%
Cumberland	0	0%	0%	0%	0%
Frederick	3	100%	0%	0%	0%
DMHMRSAS and CSBs*	29	59%	30%	11%	0%

*Includes Norfolk, Richmond, Roanoke County and City.

The average age of TANF clients served through the SA projects was 34. Ninety-six percent of the clients served were female. Nearly 20% were married. Fifty-four percent had less than a high school education. Table 39 highlights the demographic characteristics of TANF clients served by each of the SA-only projects.

Table 39 - Demographic Characteristics of the TANF Clients Served by the SA Projects

Lead LDSS (n=4)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	Average Age	Gender		Education	
			Female	Male	Less than High School Education	High School Education or Higher
Culpeper	22	33	95%	5%	48%	52%
Cumberland	0	-----	-----	-----	-----	-----
Frederick	3	38	67%	33%	67%	33%
DMHMRSAS and CSBs*	29	35	100%	0%	57%	43%

*Includes Norfolk, Richmond, Roanoke County and City. Excluded Norfolk's family/child- focused initiative.

Barrier Status

Of the 54 TANF clients receiving SA services, 96% were actually screened for SA issues. Of those screened, 81% had a potential SA problem. Sixty-two percent (n=23) of the project participants were referred for assessment and diagnostic activities specific to SA. Most clients served through the SA projects had multiple barriers to employment. Of the 54 TANF clients served through the projects, 50% had seven or more barriers to employment. Table 40 provides information about the number of TANF clients that were found to have potential barriers based on either self-report, observation, or secondary data in each of the four SA projects.

Table 40 – Percent of TANF HtS Clients Identified with Potential Barrier

LDSS	PERCENT OF THOSE SCREENED THAT WERE DEEMED TO HAVE POTENTIAL BARRIER														
	Lack of transport	Family issues	Low motivation	No prior employment history	Poor job retention history	Lack of child care	Domestic violence	Homelessness	Legal/criminal entanglements	Substance abuse	Low functional educational level	Physical disability	Mental health issues	Learning disability	Mental retardation
Culpeper	65%	63%	29%	41%	88%	39%	44%	7%	31%	71%	47%	27%	33%	21%	8%
Cumberland	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Frederick	100%	100%	100%	67%	100%	0%	67%	50%	100%	100%	100%	0%	100	50%	0%
DMHMRSAS and CSBs	83%	66%	76%	83%	75%	45%	41%	24%	38%	86%	72%	7%	48	50%	20%
TOTAL	77%	67%	61%	67%	81%	41%	44%	20%	38%	81%	62%	16%	45%	33%	11%

NOTE: Information in this table pertains to TANF clients consenting to participate in the TANF HtS evaluation and who were screened for the barrier (total "n" varies by barrier).

As can be seen in Table 40, the three most frequently identified potential barriers for TANF clients served through the SA programs were substance abuse issues (81%), poor job retention history (81%), and lack of transportation (77%). Interestingly, 19% of the TANF clients screened were not found to have potential SA problems.

Length of Services and Completion / Withdrawal Status

Sixty-three percent (n=25) of SA program participants completed their program, and 38% withdrew (n=15). The remaining 14 TANF clients presumably were still receiving SA services at the time data collection for the TANF HtS evaluation ended (June 30, 2002). Table 41 indicates, for each project, the number of TANF clients completing or withdrawing. In addition, the average number of days of service is provided for both groups, those who completed and those who withdrew.

Table 41- Completion / Withdrawal Status and Length of Time in SA Services

<i>Lead LDSS (n=4)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>		<i>Percent Completing Services</i>	<i>Average Number of Calendar Days Complete Services</i>	<i>Percent Withdrawing from Services</i>	<i>Average Number of Calendar Days before Withdrawing from Services</i>
	<i>Total Served</i>	<i>Total Completing or Withdrawing</i>				
Culpeper	22	19	68%	209	32%	41
Cumberland	0	0	0	0	0%	0
Frederick	3	2	0	0	100%	51
DMHM RSA & CSBs*	29	19	63%	233	32%	170

*Includes Norfolk, Richmond, Roanoke County and City. Excluded Norfolk's family/child- focused initiative.

NOTE: Completion and withdrawal information is only available for those having completed or withdrew from services on or before June 30, 2002.

Other Services Received

Of the 54 TANF clients participating in the four SA projects⁴³, 17% also received other services funded through the TANF HtS initiative. Table 42 indicates the types of services, regardless of funding source, received by TANF clients served through the SA projects. The most frequently provided services were evaluation and diagnostic activities for SA (62%) and individual and group SA counseling (38% each). Although the projects were focused on SA, 30% were referred for mental health assessment and diagnostic interventions and 19% received mental health counseling. This is not surprising given the frequency with which SA and mental health problems co-exist.

⁴³ There was a fifth SA-only project in Norfolk. However, data were not reported due to the nature of the program (family/child focus).

Table 42 - Interventions Received by TANF Clients Served through the SA Projects⁴⁴

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=37)
Referral for Evaluation and Diagnosis	• Situational assessment	1	3%
	• Vocational assessment	11	30%
	• Educational assessment	5	14%
	• Mental illness	11	30%
	• Substance abuse issues	23	62%
	• Learning disability	5	14%
	• Physical disability	1	3%
	• Mental retardation	1	3%
	• Acute illness or untreated chronic disease	0	0%
Counseling	• Mental health counseling - individual	7	19%
	• Domestic violence counseling – individual	3	8%
	• Substance abuse counseling – individual	14	38%
	• Substance abuse counseling – group	14	38%
	• Family counseling	2	5%
	• Mental health counseling	5	14%
	• Domestic violence counseling – group	1	3%
Education	• Vocational training / job skills training	2	5%
	• GED program	1	3%
	• Basic Adult Education (5 th to 8 th grade)	3	8%
	• English as a second language program	1	3%
	• Associates degree program	1	3%
	• External Diploma Program	0	0%
	• Family literacy	0	0%
Employment-Related Interventions	• Employment counseling	11	30%
	• Job search (e.g., resume development, interview training)	11	30%
	• Placed in employment (30 hrs./wk or more)	6	16%
	• Job coach / job mentoring (short-term, pre-employment to less than 1 month post-employment)	6	16%
	• Job coach / job mentoring (long-term, greater than 1 month post-employment)	2	5%
	• Placed in employment (less than 30 hrs./wk)	2	5%
	• Utilization of assistive technology	0	0%

⁴⁴ Based on data from 37 TANF clients for whom the *Running Log of Interventions* form was submitted.

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=37)
Financial Management Training	• Budgeting and money management	1	3%
	• Credit counseling	1	3%
Transportation	• Private transportation company	2	5%
	• Vouchers for public transportation	8	22%
	• Loan program to allow client to purchase vehicle	1	3%
	• Financial resources for vehicle repair/ maintenance	5	14%

Employment

Of the 54 TANF clients served through the SA projects, 67% (n=36) were not employed at the time they began receiving services; 33% were. Of the 36 that were not employed, 17% (n=6) became employed at some point in time after beginning services. These six TANF clients were served through two of the four projects, Culpeper (n=4) and MHMRSAS / CSBs (n=2). The average starting hourly wage was \$6.15 and the average number of hours worked per week was 29. Of the six employed after beginning SA services, two retained their employment for 90 days or more. Table 43 highlights the employment outcomes for each of the four SA projects.

Table 43 - Employment Outcomes by SA Project

Lead LDSS (n=4)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	Not Employed at Start of Services	Percent Employed after SA Services Initiated	Average Hourly Wage	Average Hours Worked per Week	Percent Retaining Employment for 90 days or more*
Culpeper	22	11	4 / 36%	6.41	32	1 / 25%
Cumberland	0	0	0 / 0%	0	0	0 / 0
Frederick	3	1	0 / 0%	0	0	0 / 0
MHMRSAS and CSBs**	29	24	2 / 8%	5.65	23	1/ 50%

*Only includes those employed prior to April 01, 2002.

**Includes Norfolk, Richmond, Roanoke County and City. Excluded Norfolk's family/child- focused initiative.

Domestic Violence Projects

Domestic violence can take the form of physical or sexual abuse (or threats thereof), mental abuse, or deprivation of medical care.⁴⁵ It is estimated that between 50% and 60% of women on welfare have experienced domestic violence at some point in their lifetime and 20% to 30% are recent or current victims of domestic violence.⁴⁶ Employment can be adversely impacted when there is an abusive relationship. Abusers may harass their victims at work, victims may miss days of work or have limited participation in work activities due to physical and mental health issues related to domestic violence, and abusers may undermine the victims' advances towards employment and self-sufficiency.⁴⁷

As with substance abuse and mental illness, domestic violence is a "hidden" barrier. Women will often attempt to conceal its existence for a variety of reasons including shame, a fear of further abuse, or, in some cases, a fear of authoritative intervention that may disrupt the family structure (e.g., law enforcement involvement, child protective services, etc.).

Once domestic violence issues are detected, intensive case management plays an important role as welfare recipients victimized by domestic violence attempt to achieve self-sufficiency. Intensive case management includes coordination and collaboration with other systems and service providers to provide a range of services to address the physical, mental and emotional needs of the client. In addition, intensive case managers can help integrate work and work-related activities into the clients overall service plan. Partners could include child support enforcement agencies, health care providers, schools, child care providers, child welfare, law enforcement, legal service organizations and courts.⁴⁸

⁴⁵ Family Violence Option 42 USC § 602 (a) (7) and Hardship Exception 42 USC § 608 (a) (7) (C) (iii).

⁴⁶ Tolman, R.M. and Raphael, J. (2000). A review of research on welfare and domestic violence. Ann Arbor, Mich.: Project for Research on Welfare, Work, and Domestic Violence. Available: http://www.ssw.umich.edu/trapped/jsi_tolman_final.pdf

⁴⁷ Ganow, M (2001). Strategies for TANF agencies to identify and address domestic violence. Welfare Information Network, 5(13).

⁴⁸ Ibid.

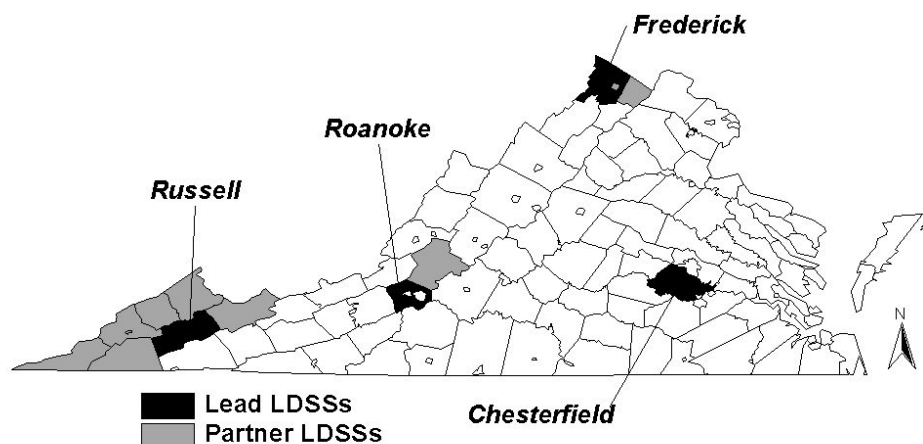
Through the TANF HtS Initiative, four LDSSs received funds to implement domestic violence programs. Ten partner LDSSs were also involved. The FY02 allocation across the 14 LDSSs involved was \$154,966. Table 44 identifies the lead and partner LDSSs involved, the financial allocations, and the number of clients served per project.

Table 44 - Allocations to and Clients Served by the Domestic Violence Projects

<i>Lead LDSS (n=4)</i>	<i>Partner LDSSs (n=10)</i>	<i>FY 02 Allocation to Lead Agency</i>	<i>Number of TANF clients in the HtS Evaluation</i>
Roanoke County	Botetourt	\$48,500	20
Chesterfield	-----	\$20,000	39
Frederick	Clarke, Winchester City	\$36,466	10
Russell	Buchanan, Dickenson, Lee, Scott, Tazewell, Wise, Norton City	\$50,000	2

The domestic violence projects were located in the western, northern, and central parts of the Commonwealth. Figure 7 illustrates the distribution of lead and partner LDSSs.

Figure 7 - Distribution of Domestic Violence Projects



Brief Project Description

The four projects involved collaborations with diverse community providers including shelters, CSBs, and health clinics. Projects were funded to help TANF clients address domestic violence issues. In the Russell and Chesterfield projects, their staff also addressed MH and SA issues. All project staff were placed within social service agencies to increase accessibility of services, except for Russell which located domestic violence services in health clinics. Generally, DSS staff identified clients who might be in a domestic violence situation and then referred individuals to the project staff for an assessment and, if needed, case management and other services. Below is a brief description of each project.

- **Roanoke County's Family Violence Intervention Program** employed a full-time social worker to provide family violence interventions on-site, as the community lacked resources to address this issue. The social worker's location within the TANF unit facilitated referrals from staff. Services included assessment, case management, referrals to community services, court companionship, support groups, and intervention with families affected by violence. When family violence increased for some, the coordinator found space in local shelters for affected individuals or provided vouchers for emergency housing.
- **Chesterfield's** joint initiative with the Chesterfield CSB initially focused on the problems of substance abuse, but later expanded to address mental health and domestic violence issues, as these frequently emerged as hidden barriers. They jointly employed a case manager and placed her on-site to facilitate referrals and to increase access for TANF clients. Services included screening, assessment, treatment, and referrals to public and private providers. TANF clients also received intensive case management services if needed. Project staff also had a resource for both case consultation and training on domestic violence and related issues as the need arose.
- **Frederick** contracted with their local Shelter for Abused Women to provide a staff member to work with TANF clients and their children. Services to the family included crisis intervention, crisis counseling, safety planning, and support groups for both the mother and child. Shelter staff also provided social service staff with consultation and technical assistance on domestic violence issues. Due to staffing issues and uncertainty about future funding, the project did not operate fully for the entire year.
- **Russell** collaborated with Stone Mountain Health Services and others to fund and locate four licensed clinical social workers (LCSW) in local community health clinics viewed as accessible and user-friendly. The social workers completed comprehensive assessments to identify issues related to domestic violence, substance abuse and mental health and then provided or referred TANF clients for services, if indicated. Training and consultation were also provided to local social service staff.

Characteristics of TANF Clients Served

Of the 71 TANF clients receiving services through the domestic violence projects and participating in the HtS evaluation, 83% (n=58) were VIEW-mandated and 9% (n=6) were exempt. Table 45 indicates the TANF status for clients served through each of the four domestic violence projects.

Table 45 - TANF Status of Clients Served by the Domestic Violence Projects

Lead LDSS (n=4)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	TANF Status			
		VIEW	Exempt	Post- Transitional	Sanctioned
Roanoke County	20	68%	11%	21%	-----
Chesterfield	39	85%	10%	-----	5%
Frederick	10	100%	-----	-----	-----
Russell	2	100%	-----	-----	-----

The average age of TANF clients served through the domestic violence projects was 33. Nearly all were female (99%). Only 12% of the clients were married. Nearly 35% were legally separated. Nearly 70% had at least a high school education. Table 46 highlights the demographic characteristics of the TANF clients served by each of the four domestic violence projects.

Table 46 - Demographic Characteristics of the Clients Receiving Domestic Violence Services

Lead LDSS (n=4)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	Average Age	Gender		Education	
			Female	Male	Less than High School Education	High School Education or Higher
Roanoke County	20	31	100%	-----	43%	57%
Chesterfield	39	35	97%	3%	20%	80%
Frederick	10	31	100%	-----	60%	40%
Russell	2	33	100%	-----	50%	50%

Barrier Status

Of the 71 TANF clients receiving domestic violence services, all were screened for potential domestic violence issues. Of the 71 screened, 87% (n=63) were found to have a potential issue. As with other projects, TANF clients served through the domestic violence projects had multiple barriers to employment. Eighty percent of the 71 clients had four or more barriers to employment. Table 47 provides information about the number of TANF clients that were found to have potential barriers based on either self-report, observation, or secondary data in each of the four domestic violence projects.

Table 47 – Percent of TANF HtS Clients Identified with Potential Barrier

LDSS	PERCENT OF THOSE SCREENED THAT WERE DEEMED TO HAVE POTENTIAL BARRIER														
	Lack of transport	Family issues	Low motivation	No prior employment history	Poor job retention history	Lack of child care	Domestic violence	Homelessness	Legal/criminal entanglements	Substance abuse	Low functional educational level	Physical disability	Mental health issues	Learning disability	Mental retardation
Roanoke County	45%	100%	60%	20%	35%	80%	100%	60%	75%	18%	20%	6%	62%	25%	0%
Chesterfield	56%	74%	49%	3%	56%	69%	77%	31%	23%	33%	11%	18%	62%	16%	0%
Frederick	25%	60%	78%	44%	75%	33%	100%	13%	13%	11%	33%	25%	33%	56%	14%
Russell	100%	50%	0%	50%	0%	100%	100%	0%	0%	0%	0%	50%	100%	0%	0%
TOTAL	51%	79%	54%	14%	51%	69%	87%	36%	36%	25%	16%	17%	59%	23%	2%

NOTE: Information in this table pertains to TANF clients consenting to participate in the TANF HtS evaluation and who were screened for the barrier (total "n" varies by barrier).

As can be seen in Table 47, the four most frequently identified potential barriers for TANF clients served through the domestic violence projects were domestic violence, family issues, lack of child care, and mental health issues. Unlike other projects, transportation was a less significant issue for this group. In other areas, transportation tended to be one of the three most frequently identified barriers. With the domestic violence projects, transportation was the 6th most frequently cited barrier.

Length of Services and Completion / Withdrawal Status

Table 48 indicates, for each project, the number of TANF clients completing or withdrawing. In addition, the average number of days of service is provided for both groups, those who completed and those who withdrew.

Table 48 - Completion / Withdrawal Status and Length of Time in Domestic Violence Services

<i>Lead LDSS (n=4)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>		<i>Percent Completing Services</i>	<i>Average Number of Calendar Days Complete Services</i>	<i>Percent Withdrawing from Services</i>	<i>Average Number of Calendar Days before Withdrawing from Services</i>
	<i>Total Served</i>	<i>Total Completing or Withdrawing</i>				
Roanoke County	20	5	2 / 40%	452	3 / 60%	240
Chesterfield	39	0	-----	-----	-----	-----
Frederick	10	9	4 / 44%	13	5 / 56%	55
Russell	2	2	2 / 100%	16	-----	-----

NOTE: Completion and withdrawal information is only available for those having completed or withdrew from services on or before June 30, 2002.

Other Services Received

Of the 71 TANF clients participating in the four domestic violence projects, only 3% (n=1) received other services funded through the TANF HtS initiative. Referrals for mental health and substance abuse evaluations were high as was counseling for domestic violence. Also, as compared to other projects, employment counseling and money management were frequently cited services. They were provided to 41% and 34% of the domestic violence project participants respectively. Table 49 indicates the types of services, regardless of funding source, received by TANF clients served through the domestic violence projects.

Table 49 - Interventions Received by Clients Receiving Domestic Violence Services⁴⁹

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=70)
Referral for Evaluation and Diagnosis	• Situational assessment	39	56%
	• Vocational assessment	3	4%
	• Educational assessment	5	7%
	• Mental illness	42	60%
	• Substance abuse issues	42	60%
	• Learning disability	3	4%
	• Physical disability	0	0%
	• Mental retardation	0	0%
	• Acute illness or untreated chronic disease	0	0%
Counseling	• Mental health counseling - individual	11	16%
	• Domestic violence counseling – individual	42	60%
	• Substance abuse counseling – individual	5	7%
	• Substance abuse counseling – group	6	9%
	• Family counseling	8	11%
	• Mental health counseling	4	6%
	• Domestic violence counseling – group	18	26%

⁴⁹ Based on data from 195 TANF clients for whom the *Running Log of Interventions* form was submitted.

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=70)
Education	• Vocational training / job skills training	4	6%
	• GED program	0	0%
	• Basic Adult Education (5 th to 8 th grade)	0	0%
	• English as a second language program	0	0%
	• Associates degree program	1	1%
	• External Diploma Program	0	0%
	• Family literacy	0	0%
Employment-Related Interventions	• Employment counseling	29	41%
	• Job search (e.g., resume development, interview training)	31	44%
	• Placed in employment (30 hrs./wk or more)	17	24%
	• Job coach / job mentoring (short-term, pre-employment to less than 1 month post-employment)	13	19%
	• Job coach / job mentoring (long-term, greater than 1 month post-employment)	10	14%
	• Placed in employment (less than 30 hrs./wk)	6	9%
	• Utilization of assistive technology	6	9%
Financial Management Training	• Budgeting and money management	24	34%
	• Credit counseling	2	3%
Transportation	• Private transportation company	6	9%
	• Vouchers for public transportation	3	4%
	• Loan program to allow client to purchase vehicle	0	0%
	• Financial resources for vehicle repair/maintenance	13	19%

Employment

Of the 71 TANF clients served through the domestic violence projects, 82% (n=58) were not employed at the time they began receiving services; 18% were. Of the 58 that were not employed, 48% (n=28) became employed at some point in time after beginning services. The average starting hourly wage was \$7.20 and the average number of hours worked per week was 32. Of the 28 employed after beginning domestic violence services, 39% retained their employment for 90 days or more. Table 50 highlights the employment outcomes for each of the four domestic violence projects.

Table 50 - Employment Outcomes by Domestic Violence Project

<i>Lead LDSS (n=4)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>	<i>Not Employed at Start of Services</i>	<i>Number & Percent Employed after DV Services Initiated</i>	<i>Average Hourly Wage</i>	<i>Average Hours Worked per Week</i>	<i>Percent Retaining Employment for 90 days or more*</i>
Roanoke County	20	18	7 / 39%	\$6.81	35	3 / 43%
Chesterfield	39	32	15 / 47%	\$7.39	32	4 / 27%
Frederick	10	6	6 / 100%	\$7.18	29	4 / 67%
Russell	2	2	0 / 0%	----	-----	-----

*Only includes those employed prior to April 01, 2002.

Education Projects

Low basic reading and writing skills often are the most frequently cited obstacles to employment. Often, they exist in conjunction with other barriers. Some TANF clients have low skill levels because they dropped out of high school or received inadequate education, and some may have limited intellectual functioning. Others may have difficulty due to a limited English proficiency. In addition, recent studies suggest that many, particularly women, have learning disabilities that went undetected in the public school system. Failure to finish high school (or equivalency) is identified in most national studies as a key predictor of long-term experience on welfare, and therefore a major barrier to employment.

When preparing individuals for employment, a balance between work, training, and education appear to be most effective in terms of assisting TANF recipients in becoming self-sufficient.⁵⁰ Gueron and Hamilton (2002) suggest that the most successful programs in terms of increasing earnings and reducing welfare dependency are those that maintain an *employment focus* yet mix initial work-related activities with education. In their study, the up-front educational investment had little payoff in higher wages or income relative to "job-search-first" programs. Higher wages were only realized when education and training were combined with on-the-job training and job search activities.

Obtaining a GED (General Educational Development) followed by some type of vocational training can result in employment and wage advancement, as identified in a recent study by Manpower Development Research Center.⁵¹ However, in the context of mandatory welfare-to-work programs, few clients make it that far.⁵² Many leave welfare and do not continue education and training classes. Those supporting families cannot afford to defer employment and earnings that may, or may not, have a future pay-off. In addition, the researchers found that only a minority of welfare recipients reported a preference for studying basic reading and math over learning a job skill or looking for a job.

⁵⁰ Gueron, J. and Hamilton, G. (April 2002). *The role of education and training in welfare reform*. The Brookings Institution, Policy Brief No. 20. <http://www.brook.edu/dybdocroot/wrb/publications/pb/pb20.pdf>

⁵¹ Manpower Demonstration Research Corporation. Retrieved on 1 October, 2002 from http://www.mdrc.org/Reports2001/NEWS_FinReport/NEWSFinal-Overview.htm

⁵² Bos, et al. (2002) found a problem with retention in these programs among this population. Those in the study population who gained the GED credential and participated in post-secondary education programs were a minority of participants.

Bos et al. (2002) suggest that programs' ability to retain clients may be enhanced by incorporating or doing the following:

- Developing a well-defined mission.
- Providing specially targeted classes for welfare recipients.
- Emphasizing staff development.
- Adopting varied instructional approaches (e.g. small groups, computer activities).
- Communicating frequently with program staff.
- Stressing regular attendance by participants.
- Aggressively following-up on absences.
- Adopting relatively intensive class schedules.
- Promoting a high degree of teacher-client, and client-client interaction.
- Placing a greater emphasis on identifying and addressing learning disabilities.

The following should also be considered when developing and implementing educational programs with the work-mandated welfare population:

- Adults are more likely to be motivated and to achieve more when the curriculum content is well suited to their interests and needs (Webb, et al., 1993).
- Highly individualized curricula seem to yield better results than those that are less individualized (Young, et al., 1994).
- Client support services such as transportation and child care, placement in day rather than evening classes, membership in teacher-based classrooms rather than independent study, and class size are thought to be variables impacting on the success of programs (Young, et al., 1994).

Education programs may affect TANF clients differently depending on their extent of need.

Michalopoulos et al.⁵³ (2000) examined the impact of 20 welfare-to-work programs for sub-groups of welfare recipients. The following conclusions were reached:

- Employment-focused programs tended to be more effective than education-focused programs for the more disadvantaged groups.
- Programs with a mix education and work activities tended to help the widest range of individuals with regard to job acquisition and wage advancement.

⁵³ Michalopoulos, C., Schwartz, C., Adams-Ciardullo. (2000). *What works best for whom: Impacts of 20 welfare-to-work programs by subgroup*. National Evaluation of Welfare-to-Work Strategies. Manpower Demonstration Research Corporation. Retrieved on October 2, 2002 from <http://aspe.hhs.gov/hsp/NEWWS/synthesis-es00/index.htm>

- Earnings increased faster for individuals required to look for work immediately as compared to those participating in basic education programs initially. However, differences in earnings dissipated over time. Nevertheless, for the more disadvantaged groups, programs that emphasized early job search resulted in increased earnings as compared to programs that emphasized basic education.

The incorporation of life skills training into basic education and job training programs is gaining increased attention. This training looks at the types of soft skills necessary to make self-sufficiency a realization for welfare recipients. Such training encompasses not only skills related to the world of work, but also practical living skills, personal growth and management skills (including anger management), and social skills.

There were 12 education projects funded through the TANF HtS initiative. The FY02 allocation across the 23 LDSSs involved was \$968,219. Table 51 identifies the lead and partner LDSSs involved, the financial allocations, and the number of clients served per project.

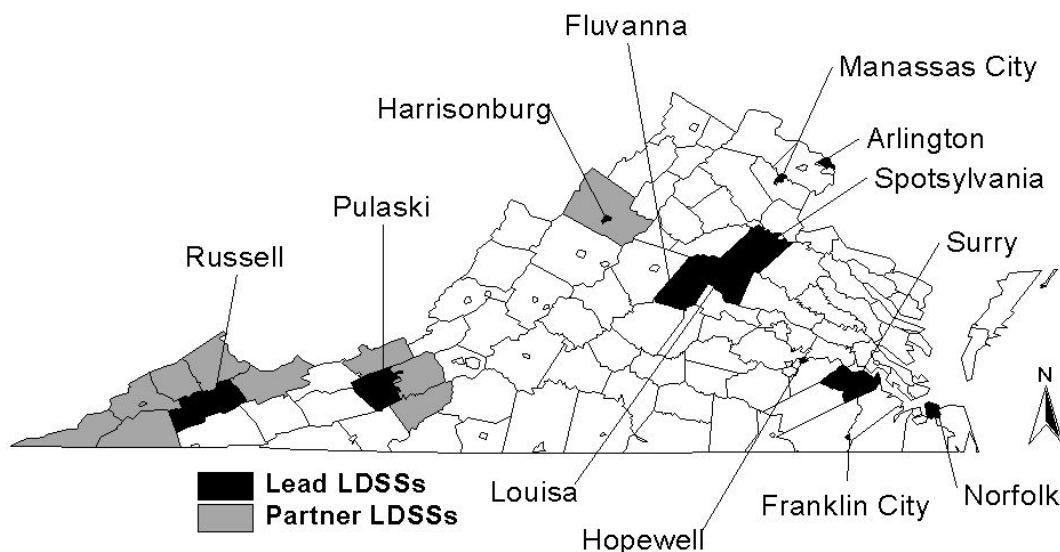
Table 51 - Allocations to and Clients Served by the Education Projects

<i>Lead LDSS (n=12)</i>	<i>Partner LDSSs (n=11)</i>	<i>FY 02 Allocation to Lead Agency</i>	<i>Number of TANF clients in the HtS Evaluation</i>
Manassas City	-----	\$85,100	2
Russell	Buchanan, Dickenson, Lee, Scott, Tazewell, Wise, Norton City	\$14,000	60
Pulaski	Floyd, Giles, Montgomery, Radford	\$139,080	162
Fluvanna	-----	\$25,047	4
Louisa	-----	\$62,725	26
Spotsylvania	-----	\$61,185	44
Surry	-----	\$12,306	7
Hopewell	-----	\$114,786	28
Franklin City	-----	\$45,750	53
Harrisonburg / Rockingham	-----	\$30,000	66
Arlington	-----	\$19,800	0
Norfolk	-----	\$358,440	40

Distribution of Education Projects

The education projects were located in the western, central, and eastern portions of the state. Figure 8 illustrates the distribution of projects.

Figure 8 - Distribution of Education Projects



Brief Project Descriptions

All of the TANF HtS education projects had diverse partnerships and sought to blend education and work. Most utilized Workplace Essential Skills (WES) within their projects, a new multimedia instructional package that is designed for pre-GED (sixth to eighth grade reading level) adults that can be easily used by welfare clients who lack a favorable work history. WES teaches basic skills in reading, writing, communication and math in a workplace context, as well as skills related to strategies and attitudes necessary to find, keep and succeed in a job. Education projects also had access to GED Connection, another flexible multimedia instructional series featuring the skills and knowledge needed to prepare for and pass the newly revised GED exam. Both systems have video programs, student workbooks, and a web-based site with Internet learning activities, quizzes, full length learning modules, and (practice) tests.⁵⁴

⁵⁴ The Commonwealth of Virginia purchased from Kentucky PBS a five-year license for the video and internet-based systems of WES and GED Connects.

The education projects varied in their emphasis on education, with some focused primarily on work readiness and others on a combination of workplace preparation and adult education (literacy or GED preparation). Eight of the 12 projects had either local adult education programs (five) or a community college (three) as the lead or partner. Of the remaining four, the partners were a university, two private employment/education vendors, and a religious-based non-profit agency.

The following are brief descriptions of each of the TANF HtS education projects.

- **Arlington's** education project collaborated with the Arlington Education and Employment Program (REEP), an adult literacy provider, to address the special needs of non-English speaking TANF clients. It was linked with Arlington's learning disability project that provided the necessary services and accommodations to help non-English speaking TANF recipients with learning disabilities become gainfully employed and independent.
- **Fluvanna's *Jumpstart*** project, a partnership with Adult Education, provided job-related literacy skills instruction to TANF/VIEW clients through use of WES. The project had a program coordinator, instructor, classroom aide and equipment.
- **City of Franklin's *Job-Seeking and Retention Training*** project, a collaborative effort with Norfolk State University, provided TANF clients training to help them progress toward seeking, obtaining, and retaining full-time employment. Formal sessions were held twice monthly (two hours each) and required individuals to complete employment performance tasks between sessions. It also included use of WES. Individuals received additional assistance if needed from the trainer and a case manager, both provided by the University.
- **Harrisonburg/Rockingham's *Lives Improved through Networking Community Services (LINCS)*** project was a partnership with Technical Associates of Rockingham County (TARC), an employment services and education company. The project offered a structured education program oriented toward employment. After a referral from TANF/VIEW staff, the TANF client was placed in pre-employment activities. Pre-employment training was structured around WES and included basic computer skills. Pre-GED tutorial courses and intense "mock" job interviews were part of the program. Clients spent about 10 hours per week on job readiness activities and 20 hours per week on job search. Once employed, a comprehensive support system through Harrisonburg / Rockingham's Workplace Supports project was put into place to help the VIEW client retain and advance in his/her job.

- **Henrico's *Learning Access and Employment Program* (LEAP)**, in partnership with Henrico Adult Education, offered an eight-week structured educational and work readiness program that prepared individuals for employment. The target population was TANF clients exempt from VIEW. The project paid for child care, provided transportation for participants, and offered incentives to encourage attendance. Participants also received case management to access other needed services.
- **Hopewell's *Project PROGRESS 2000*** was a collaborative effort with the Southside Programs for Adult Continuing Education to establish a comprehensive education program and computer center for TANF clients. The project equipped the Woodlawn Learning Center with computers and offered instruction on basic skills (using WES) and on GED preparation. The project also established an External Diploma Program in which educational requirements can be partially met through work and life experiences.
- **Louisa's *TEAMWORKS*** project, a partnership with Piedmont Virginia Community College, offered a structured educational program that was developed based on input from employers of TANF clients. There was a special focus on job retention issues. Staff delivered training to improve the clients' educational and job skills, utilizing WES and GED preparation activities; developed retention and career development plans that addressed and helped alleviate personal, family, and job-related barriers to success on the job; and, if needed, provided case management to help TANF employees solve short-term problems. Clients were tested before and after interventions to determine if positive gains were made in their educational performance.
- **City of Manassas' *Employment Readiness*** project provided educational and employment services to TANF/VIEW recipients with poor or no employment history. The target population was the homeless, individuals chronically unemployed, and/or clients with mental health/substance abuse issues. Services were provided at Manassas' Career Center or SERVE, Inc., a project partner.
- **Norfolk** contracted with Tidewater Community College (TCC) to utilize its Job Skills Training Program (JSTP) for the operation of a 12-week program offering job-specific skills training and employment for individuals with multiple barriers to employment. Intensive counseling, substance abuse treatment (if necessary), job internships, workforce readiness training, and on-the-job follow-ups were program components. The project's job developer recruited employers to guarantee jobs to JSTP graduates in exchange for qualified candidates who received training specific to that employer's needs. As a result, upon graduation, clients were placed into permanent, full-time jobs with guaranteed benefits along with the opportunity for career advancement. Other partners included Southeastern Virginia Job Training Administration and Norfolk CSB.

- **Pulaski's** *Job Readiness / Job Retention and Workplace Essential Skills System*, in partnership with the New River Community College, implemented a job readiness and job retention circuit. Job readiness classes were held the first two weeks of each month at two different locations to make them more accessible. Job retention classes were held for graduates of the job readiness classes who found employment. These classes were held in the evening. Child care and transportation were provided. Typically, at least one job retention class was held each month for the more populated location, and one every other month at the Dublin location. The project utilized WES for the program.
- **Russell's** *Working Partners for Success*, in collaboration with Adult Education, utilized WES in their implementation of two-week work readiness programs.
- **Spotsylvania's** *Workplace Essential Skills*, a partnership with the Adult Education program, provided TANF clients with the necessary skills and credentials for the workplace. TANF clients participated in the six-week structured program for 27 or more hours per week, Monday through Friday. The program covered basic academic skills, GED preparation, computer skills training, and job preparation. While highly structured, the program also permitted individuals to work at a pace consistent with their skills and abilities. Diagnostic and treatment interventions were integrated into the program, including accommodations for learning disabilities. Many clients advanced their educational level by obtaining a GED or the basic skills required for work. After getting a GED, some enrolled in the community college system and secured employment.
- **Surry's** *Workplace Essential Skills* program addressed workplace readiness and made available WES to clients for their use in improving educational skills. A local provider offered classes and also covered life skills development training.

Characteristics of TANF Clients Served

Of the 492 TANF clients receiving services through the education projects and participating in the HtS evaluation, 90% (n=439) were VIEW-mandated and 7% (n=34) were exempt at the time they began education services. Franklin City and Fluvanna were notable in that they both served more non-VIEW clients than VIEW clients. Table 52 indicates the TANF status for clients served through each of the twelve education projects.

Table 52 - TANF Status of Clients Served by the Education Projects

Lead LDSS (n=12)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	TANF Status				
		VIEW	Exempt	Sanctioned	Transitional	Post- Transitional
Manassas City	2	100%	-----	-----	-----	-----
Russell	60	100%	-----	-----	-----	-----
Pulaski	162	99%	-----	1%	-----	-----
Fluvanna	4	25%	-----	-----	25%	50%
Louisa	26	65%	19%	8%	8%	-----
Spotsylvania	44	95%	2%	-----	2%	-----
Surry	7	100%	-----	-----	-----	-----
Hopewell	28	86%	11%	-----	4%	-----
Franklin City	53	57%	43%	-----	-----	-----
Harrisonburg / Rockingham	66	89%	3%	8%	-----	-----
Arlington	0	-----	-----	-----	-----	-----
Norfolk	40	100%	-----	-----	-----	-----

The average age of TANF clients served through the education projects was 30, and nearly 90% were female (n=425). Only 20% of the clients were married; 52% had never been married. Approximately 50% had at least a high school education. Table 53 highlights the demographic characteristics of the TANF clients served by each of the twelve education projects.

Table 53 - Demographic Characteristics of the TANF Clients Served by the Education Projects

Lead LDSS (n=12)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	Average Age	Gender		Education	
			Female	Male	Less than High School Education	High School Education or Higher
Manassas City	2	35	100%	-----	100%	-----
Russell	60	31	73%	27%	36%	64%
Pulaski	162	30	85%	15%	39%	61%
Fluvanna	4	32	100%	-----	-----	100%
Louisa	26	32	96%	4%	56%	44%
Spotsylvania	44	31	95%	5%	56%	44%
Surry	7	30	71%	29%	71%	29%
Hopewell	28	28	96%	4%	70%	30%
Franklin City	53	27	100%	-----	48%	52%
Harrisonburg / Rockingham	66	30	85%	15%	59%	41%
Arlington	0	-----	-----	-----	-----	-----
Norfolk	40	29	100%	----	57%	43%

Barrier Status

Of the 492 TANF clients receiving education services, 87% were screened for low functional education levels and 80% were screened for learning disabilities. Of the 430 screened for low functional educational levels, 47% were found to have a potential issue. Sixty percent of the 492 clients had four or more barriers to employment. Table 54 provides information about the number of TANF clients that were found to have potential barriers based on either self-report, observation, or secondary data in each of the twelve education projects.

Table 54 – Percent of TANF HtS Clients Identified with Potential Barrier

LDSS	PERCENT OF THOSE SCREENED THAT WERE DEEMED TO HAVE POTENTIAL BARRIER														
	Lack of transport	Family issues	Low motivation	No prior employment history	Poor job retention history	Lack of child care	Domestic violence	Homelessness	Legal/criminal entanglements	Substance abuse	Low functional educational level	Physical disability	Mental health issues	Learning disability	Mental retardation
Manassas City	100%	100%	100%	50%	100%	100%	50%	100%	100%	50%	50%	100%	100%	100%	0%
Russell	75%	2%	8%	22%	28%	43%	0%	0%	18%	2%	18%	38%	28%	18%	0%
Pulaski	56%	28%	56%	37%	80%	66%	44%	3%	32%	24%	47%	23%	27%	25%	11%
Fluvanna	25%	50%	100%	0%	100%	0%	25%	0%	0%	25%	25%	0%	0%	67%	25%
Louisa	23%	15%	46%	4%	89%	31%	0%	0%	8%	0%	69%	0%	0%	8%	0%
Spotsylvania	64%	30%	36%	16%	50%	75%	61%	46%	34%	23%	19%	57%	82%	58%	0%
Surry	86%	57%	43%	57%	100%	40%	0%	50%	50%	50%	100%	0%	100%	0%	0%
Hopewell	57%	29%	23%	29%	71%	46%	7%	4%	22%	7%	85%	7%	0%	14%	9%
Franklin City	50%	72%	85%	44%	40%	60%	23%	0%	4%	24%	67%	6%	47%	60%	9%
Harrisonburg / Rockingham	44%	74%	40%	15%	71%	39%	61%	11%	32%	47%	70%	40%	86%	25%	33%
Arlington	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Norfolk	50%	23%	13%	90%	15%	23%	13%	8%	5%	4%	8%	4%	8%	4%	0%
TOTAL	55%	35%	42%	26%	62%	52%	33%	9%	25%	19%	47%	25%	37%	29%	6%

NOTE: Information in this table pertains to TANF clients consenting to participate in the TANF HtS evaluation and who were screened for the barrier (total "n" varies by barrier).

As can be seen in Table 54, the three most frequently identified potential barriers for TANF clients served through the education projects were poor job retention history, lack of transportation, and lack of child care.

Length of Services and Completion / Withdrawal Status

Eighty percent (n=321) of education project participants completed their program and 20% withdrew (n=82). Eighty-nine TANF clients continued to be enrolled in the education projects as of June 30, 2002.

Table 55 indicates, for each project, the minimum and maximum number of days of service and the average length of time in education services. In addition, information is provided on the number of TANF clients completing or withdrawing from the project.

Table 55 - Completion / Withdrawal Status and Length of Time in Education Services

<i>Lead LDSS (n=12)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>		<i>Percent Completing Services</i>	<i>Average Number of Calendar Days to Complete Services</i>	<i>Percent Withdrawing from Services</i>	<i>Average Number of Calendar Days before Withdrawing from Services</i>
	<i>Total Served</i>	<i>Total Completing or Withdrawing</i>				
Manassas City	2	2 / 100%	0 / 0%	-----	2 / 100%	87
Russell	60	60 / 100%	60 / 100%	32	0 / 0%	-----
Pulaski	162	162 / 100%	144 / 89%	28	18 / 11%	10
Fluvanna	4	4 / 100%	3 / 75%	292	1 / 25%	44
Louisa	26	11 / 42%	4 / 36%	179	7 / 64%	126
Spotsylvania	44	39 / 89%	33 / 85%	69	6 / 15%	62
Surry	7	5 / 71%	4 / 80%	144	1 / 20%	100
Hopewell	28	26 / 93%	6 / 23%	126	20 / 77%	185
Franklin City	53	2 / 4%	1 / 50%	42	1 / 50%	137
Harrisonburg / Rockingham	66	52 / 79%	35 / 67%	145	17 / 33%	128
Arlington	0	-----	-----	-----	-----	-----
Norfolk	40	40 / 100%	31 / 78%	106	9 / 23%	59

NOTE: Completion and withdrawal information is only available for those having completed or withdrew from services on or before June 30, 2002.

Other Services Received

Of the 492 TANF clients participating in the 12 education projects, 52% (n=258) also received other services funded through the TANF HtS initiative. Table 56 indicates the types of services, regardless of funding source, received by TANF clients served through the education projects. Nearly 30% of project participants received educational assessments and nearly 60% received vocational training. Approximately 75% of project participants received job search and employment counseling services. Budgeting and money management was another intervention that was received by more than one-half of project participants.

Table 56 - Interventions Received by TANF Clients served through the Education Projects⁵⁵

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=423)
Referral for Evaluation and Diagnosis	• Situational assessment	94	22%
	• Vocational assessment	109	26%
	• Educational assessment	117	28%
	• Mental illness	46	11%
	• Substance abuse issues	26	6%
	• Learning disability	37	9%
	• Physical disability	13	3%
	• Mental retardation	6	1%
	• Acute illness or untreated chronic disease	1	<1%
Counseling	• Mental health counseling - individual	10	2%
	• Domestic violence counseling – individual	1	<1%
	• Substance abuse counseling – individual	4	<1%
	• Substance abuse counseling – group	0	0%
	• Family counseling	2	<1%
	• Mental health counseling	1	<1%
	• Domestic violence counseling – group	0	0%

⁵⁵ Based on data from 195 TANF clients for whom the *Running Log of Interventions* form was submitted.

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=423)
Education	• Vocational training / job skills training	237	56%
	• GED program	63	15%
	• Basic Adult Education (5 th to 8 th grade)	17	4%
	• English as a second language program	6	1%
	• Associates degree program	3	<1%
	• External Diploma Program	3	<1%
	• Family literacy	4	<1%
Employment-Related Interventions	• Employment counseling	304	72%
	• Job search (e.g., resume development, interview training)	322	76%
	• Placed in employment (30 hrs./wk or more)	76	18%
	• Job coach / job mentoring (short-term, pre-employment to less than 1 month post-employment)	73	17%
	• Job coach / job mentoring (long-term, greater than 1 month post-employment)	55	13%
	• Placed in employment (less than 30 hrs./wk)	23	5%
	• Utilization of assistive technology	1	<1%
Financial Management Training	• Budgeting and money management	230	54%
	• Credit counseling	22	5%
Transportation	• Private transportation company	12	3%
	• Vouchers for public transportation	10	2%
	• Loan program to allow client to purchase vehicle	5	1%
	• Financial resources for vehicle repair/maintenance	10	2%

Employment

Of the 492 TANF clients served through the education projects, 74% (n=364) were not employed at the time they began receiving services; 26% were. Of the 364 that were not employed, 49% (n=178) became employed at some point in time after beginning services. The average starting hourly wage was \$6.48 and the average number of hours worked per week was 32. Of the 178 employed after beginning workplace support services, 64% retained there employment for 90 days or more. Table 57 highlights the employment outcomes for each of the 12 education projects.

Table 57 - Employment Outcomes by Education Project

<i>Lead LDSS (n=4)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>	<i>Not Employed at Start of Services</i>	<i>Percent Employed after Education Services Initiated</i>	<i>Average Hourly Wage</i>	<i>Average Hours Worked per Week</i>	<i>Percent Retaining Employment for 90 days or more*</i>
Manassas City	2	1	1 / 100%	7.00	40	1 / 100%
Russell	60	56	24 / 43%	5.40	31	13 / 54%
Pulaski	162	121	66 / 55%	6.75	32	39 / 59%
Fluvanna	4	2	0 / 0%	-----	-----	-----
Louisa	26	15	7 / 48%	6.28	32	4 / 57%
Spotsylvania	44	28	9 / 32%	7.23	31	6 / 67%
Surry	7	7	4 / 57%	6.29	34	3 / 75%
Hopewell	28	17	6 / 35%	6.25	32	5 / 83%
Franklin City	53	41	17 / 42%	6.32	29	9 / 53%
Harrisonburg / Rockingham	66	47	31 / 66%	6.55	33	24 / 77%
Arlington	0	-----	-----	-----	-----	-----
Norfolk	40	29	13 / 45%	6.83	36	9 / 69%

*Only includes those employed prior to April 01, 2002.

Learning Disabilities Projects

Learning disabilities (LD) is a general term that refers to a heterogeneous group of disorders manifested by significant difficulties in the acquisition and use of one or more abilities related to listening, speaking, reading, writing, reasoning, and/or mathematical performance. These disorders are intrinsic to the individual, are presumed to be due to central nervous system dysfunction, and may occur across the life span.⁵⁶ Learning disabilities impact many areas of functioning that extend beyond classroom learning that include the following: developing and maintaining relationships, performing basic and instrumental activities of daily living, developing positive self-worth, developing vocational skills, and obtaining and retaining employment that fosters long-term self-sufficiency.⁵⁷

It is estimated that 25% to 40% of welfare recipients have a learning disability.⁵⁸ Unfortunately, many are unaware that they have this disability. Those with learning disabilities often experience significant difficulties that make obtaining, retaining and/or advancing in employment difficult. Many may also have low basic reading and writing skills, as their learning disabilities may have gone undetected in the school system. Low educational levels present an additional obstacle to work.

Brown (2001) offers six specific best practices criteria to guide learning disability programs⁵⁹:

1. Serve individuals with low basic skills and/or learning disabilities in the context of a strong employment program.
2. Clearly define individual expectations for skill-building, related directly to the goal of employment.
3. Offer students choices about what and how they learn to enhance motivation and personalize learning to meet their needs.

⁵⁶ This is part of the definition of learning disability provided by the interdisciplinary National Joint Committee on Learning Disabilities (NJCLD).

⁵⁷ Gerber, P., & Brown, D. (Eds.), (1997). Learning disabilities and employment. Austin, TX : Pro-Ed.

⁵⁸ Johnson, A. & Meckstroth, A. (1998). Ancillary services to support welfare-to-work. Washington, D.C. : U.S. Department of Health and Human Services, Office of the Assistant Secretary for Planning and Evaluation. From: <http://aspe.hhs.gov/hsp/isp/ancillary/disability.htm> .

⁵⁹ Brown, A. (2001). Beyond work first: How to help hard-to-employ individuals get jobs and succeed in the workforce. Manpower Demonstration Research Corporation. Retrieved September 25, 2002, from <http://www.mdrc.org/Reports2001/HardtoServe/MDRCHow-ToHardtoEmploy.pdf>

4. Integrate basic skills with other employment activities, including job search, job readiness, and training.
5. Provide access to education, training, and employment opportunities to individuals with low skills.
6. Help individuals understand their strengths and limitations so that they can advocate for themselves and ask for needed accommodations.

Since 1993, one major national effort addressing LD has been *Bridges to Practice*. Several national educational organizations (including the National Institute for Literacy -- NIFL) promoted the development and implementation of this research-based initiative to enhance the capacity to identify, teach and support adults with learning disabilities. The focus was initially on systems change and reform within the adult education arena, but it shifted to a broader-based interagency initiative to improve services for adults with learning disabilities (including TANF clients) across several other systems (workforce development, vocational rehabilitation, social services). The focus broadened to include accommodations and support for good-fitting and long-lasting jobs, as well as the development of good fitting instructional strategies.

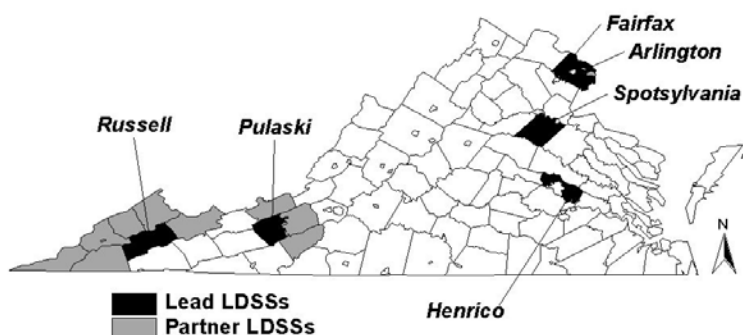
There were six learning disability (LD) projects funded through the TANF HtS initiative, all of which utilized the *Bridges to Practice* model. The FY02 allocation across the 18 LDSSs involved was \$456,676. Table 58 identifies the lead and partner LDSSs involved, the financial allocations, and the number of clients served per project.

Table 58 - Allocations to and Clients Served by the LD Projects

<i>Lead LDSS (n=6)</i>	<i>Partner LDSSs (n=12)</i>	<i>FY 02 Allocation to Lead Agency</i>	<i>Number of TANF clients in the HtS Evaluation</i>
Arlington	Alexandria	\$68,377	9
Fairfax	-----	\$216,464	7
Spotsylvania	-----	\$71,235	67
Russell	Buchanan, Dickenson, Lee, Scott, Tazewell, Wise, Norton City	\$16,400	58
Pulaski	Floyd, Giles, Montgomery, Radford City	\$64,200	28
Henrico	-----	\$20,000	7

The LD projects were similar to the domestic violence projects in terms of geographic distribution. They were located in the western, northern, and central parts of the Commonwealth. Figure 9 illustrates the distribution of lead and partner LDSSs.

Figure 9 - Distribution of Learning Disability Projects



Brief Project Descriptions

All six projects utilized the *Bridges to Practice* model and had many similar features, including an employment focus. Services included screening, disability identification and diagnosis, accommodations for education and/or the workplace, employment services, and self-advocacy. Projects established a strong system of communication and mutual referral among key agencies to combine and provide services for TANF clients with a learning disability. Participating agencies and providers typically included the DRS, Adult Education, employment service organizations, and psychologists. Staff training was provided in all sites on LD awareness, use of screening tools, work strategies, education and employment accommodations, and client empowerment.

For screening TANF clients for LD, all projects used the Washington Instrument, an LD screening tool validated on the English-speaking TANF population. While staff usually used the tool by itself, Pulaski incorporated the Washington Instrument within a larger assessment tool. Non-English speaking TANF clients presented a special challenge as there is no equivalent screening tool validated for non-English languages. Arlington County, with a large number of non-English speaking TANF clients, had to develop alternate methods to identify learning disabilities in this population.

Since screening only indicates the possibility of LD, all projects contracted for the services of psychologists to evaluate individuals for LD and other related conditions. Most psychologists were in private practice, but Pulaski's was located at the community service board (CSB). Psychologists determined the presence and type of learning disability as well as other conditions such as mental retardation, mental health issues, and Attention Deficit/Hyperactivity Disorder. They also provided reports with recommendations for employment and, if needed, required documentation for education and workplace accommodations. Staff reported that diagnostic evaluations were most helpful to confirm the presence of a learning disability and other conditions such as mental retardation, other cognitive problems and mental health issues that are important to consider when developing the VIEW Activities and Services Plan and/or when helping the TANF client seek Social Security Supplemental Income.

Once the diagnostic assessment was completed, project staff worked closely with TANF clients on employment and education strategies. The different partnerships and diverse strategies used by projects are highlighted below.

- The **Arlington/Alexandria Project** involved collaboration among two LDSSs, a local employment services organization (SOC), and DRS' Annandale Office. The project funded SOC to provide case management and a full array of services from assessment through treatment/service interventions. DRS also purchased specialized job placement services. The project used private psychologists.
- **Fairfax's *Bridging Your Way- Learning Disabilities*** provided a continuum of services to eligible adults with diagnosed or undiagnosed LD in an effort to help them obtain and enhance employment. The project funded LDSS staff and supported screening, identification and diagnosis, specialized training, job coaching and support, and accommodation of learning disabilities, as well as consumer choice and self-advocacy. Key partners included DRS, an employment service organization (Service Source), and Adult Education.
- **Henrico** had a component focused on learning disabilities in the exempt population. They utilized project-funded LDSS staff to complete assessments, provide case management services, and purchase diagnostic evaluations. Adult Education collaborated closely by offering workplace education classes and any needed individual educational interventions.

- **Pulaski** provided a full array of services for any individual identified with potential LD by the project's extensive assessment process. The project contracted with the CSB for psychological evaluations when needed. Also, a private provider for vocational evaluations was involved. VIEW staff provided case management services.
- **Russell's *Working Partners for Success*** expanded their existing *Bridges to Practice* project by using funds to cover psychological diagnostic services. Extensive work was undertaken to increase the number of psychologists available to do the evaluations. Training was provided throughout the region to inform project staff about LD and to train them in the use of the screening tool. Also, staff learned about the appropriate criteria for referral for diagnostic evaluations. Existing staff provided case management services.
- **Spotsylvania's** Adult Education Program and the LDSS served as co-leaders for the LD project. The project made extensive use of a private psychologist to improve services in the areas of learning disabilities assessment, evaluation, and documentation. Project staff worked with TANF clients on necessary education and work accommodations. These efforts were closely linked to and supported by a six-week education program focused on the workplace and upgrading educational skills. Project staff also developed instructional programs to educate others about working with TANF clients with LD.

Characteristics of TANF Clients Served

Of the 176 TANF clients receiving services through the LD projects and participating in the HtS evaluation, 89% (n=154) were VIEW-mandated, 6% (n=11) were exempt, 5% (n=8) were transitional, and <1% (n=1) were post-transitional. Table 59 indicates the TANF status for clients served through each of the six LD projects.

Table 59 - TANF Status of Clients Served by the LD Projects

Lead LDSS (n=6)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	TANF Status			
		VIEW	Exempt	Transitional	Post- Transitional
Arlington	9	11%	0%	78%	11%
Fairfax	7	86%	14%	0%	0%
Spotsylvania	67	92%	6%	2%	0%
Russell	58	100%	0%	0%	0%
Pulaski	28	100%	0%	0%	0%
Henrico	7	14%	86%	0%	0%

The average age of TANF clients served through the LD projects was 30. Slightly more than 80% were female. Nearly 30% of the clients were married. Forty-five percent had at least a high school education. Table 60 highlights the demographic characteristics of the TANF clients served by each of the six LD projects.

Table 60 - Demographic Characteristics of the TANF Clients Served by the LD Projects

<i>Lead LDSS (n=6)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>	<i>Average Age</i>	<i>Gender</i>		<i>Education</i>	
			<i>Female</i>	<i>Male</i>	<i>Less than High School Education</i>	<i>High School Education or Higher</i>
Arlington	9	30	100%	0%	25%	75%
Fairfax	7	34	100%	0%	86%	14%
Spotsylvania	67	31	91%	9%	49%	51%
Russell	58	30	69%	31%	60%	40%
Pulaski	28	30	71%	29%	61%	39%
Henrico	7	25	100%	0%	29%	71%

Barrier Status

Of the 176 TANF clients receiving LD services, 99% were actually screened for LD issues. Of these screened, 76% had a potential LD problem. Of the 176 TANF clients served through the six projects, nearly 50% had between four and six barriers to employment. Table 61 provides information about the number of TANF clients that were found to have potential barriers based on either self-report, observation, or secondary data in each of the six LD projects.

Table 61 – Percent of TANF HtS Clients Identified with Potential Barrier

LDSS	PERCENT OF THOSE SCREENED THAT WERE DEEMED TO HAVE POTENTIAL BARRIER														
	Lack of transport	Family issues	Low motivation	No prior employment history	Poor job retention history	Lack of child care	Domestic violence	Homelessness	Legal/criminal entanglements	Substance abuse	Low functional educational level	Physical disability	Mental health issues	Learning disability	Mental retardation
Arlington	100%	57%	75%	25%	56%	67%	17%	71%	43%	60%	67%	50%	67%	100%	50%
Fairfax	43%	43%	71%	57%	86%	0%	29%	29%	0%	0%	86%	43%	71%	100%	43%
Spotsylvania	64%	22%	33%	16%	39%	75%	57%	40%	33%	21%	20%	55%	72%	52%	5%
Russell	78%	7%	17%	36%	31%	41%	3%	0%	17%	7%	95%	41%	40%	98%	3%
Pulaski	54%	32%	64%	39%	89%	68%	32%	0%	25%	21%	85%	27%	44%	74%	35%
Henrico	71%	43%	14%	57%	29%	86%	29%	0%	0%	0%	43%	14%	33%	86%	0%
TOTAL	68%	22%	35%	30%	47%	60%	31%	20%	24%	16%	61%	44%	55%	76%	12%

NOTE: Information in this table pertains to TANF clients consenting to participate in the TANF HtS evaluation and who were screened for the barrier (total "n" varies by barrier).

As can be seen in Table 61, the three most frequently identified potential barriers for TANF clients served through the LD programs were learning disability, low functional educational level, and lack of transportation. Of all TANF clients screened for LD, 76% were identified as having a potential problem. Of the 176 TANF clients served through the LD projects, 73% (n=106) were referred for an LD assessment.

Length of Services and Completion / Withdrawal Status

Ninety-three percent (n=136) of LD program participants completed their program and 8% withdrew (n=11). The remaining 29 TANF clients continued to receive services at the time data collection for the TANF HtS evaluation ended. Table 62 indicates, for each project, the number of TANF clients completing or withdrawing from the LD project. In addition, the average number of days of service is provided for those who completed and those who withdrew.

Table 62 - Completion / Withdrawal Status and Length of Time in LD Services

<i>Lead LDSS (n=6)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>		<i>Percent Completing Services</i>	<i>Average Number of Calendar Days to Complete Services</i>	<i>Percent Withdrawing from Services</i>	<i>Average Number of Calendar Days before Withdrawing from Services</i>
	<i>Total Served</i>	<i>Total Completing or Withdrawing</i>				
Arlington	9	9	9 / 100	325	0 / 0%	0
Fairfax	7	0	0 / 0%	0	0 / 0%	0
Spotsylvania	67	45	37 / 82%	119	8 / 18%	84
Russell	58	58	58 / 100%	27	0 / 0%	0
Pulaski	28	28	27 / 96%	14	1 / 4%	3
Henrico	7	7	5 / 71%	53	2 / 29%	7

NOTE: Completion and withdrawal information is only available for those having completed or withdrew from services on or before June 30, 2002.

Other Services Received

Of the 176 TANF clients participating in the six LD projects, 53% also received other services funded through the TANF HtS initiative. Nearly 75% of the TANF clients were referred for LD evaluation and diagnosis. Table 63 indicates the types of services, regardless of funding source, received by TANF clients served through the LD projects. The most frequently provided services were learning disability assessment, employment counseling, and job search.

Table 63 - Interventions Received by TANF Clients served through the LD Projects⁶⁰

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=146)
Referral for Evaluation and Diagnosis	• Situational assessment	6	4%
	• Vocational assessment	25	17%
	• Educational assessment	35	24%
	• Mental illness	27	19%
	• Substance abuse issues	10	7%
	• Learning disability	106	73%
	• Physical disability	8	6%
	• Mental retardation	8	6%
	• Acute illness or untreated chronic disease	0	0%
Counseling	• Mental health counseling - individual	27	19%
	• Domestic violence counseling – individual	0	0%
	• Substance abuse counseling – individual	2	1%
	• Substance abuse counseling – group	0	0%
	• Family counseling	2	1%
	• Mental health counseling	2	1%
	• Domestic violence counseling – group	1	<1%
Education	• Vocational training / job skills training	38	26%
	• GED program	21	14%
	• Basic Adult Education (5 th to 8 th grade)	9	6%
	• English as a second language program	0	0%
	• Associates degree program	3	2%
	• External Diploma Program	2	1%
	• Family literacy	0	0%
Employment-Related Interventions	• Employment counseling	75	51%
	• Job search (e.g., resume development, interview training)	57	39%
	• Placed in employment (30 hrs./wk or more)	19	13%
	• Job coach / job mentoring (short-term, pre-employment to less than 1 month post-employment)	15	10%
	• Job coach / job mentoring (long-term, greater than 1 month post-employment)	11	8%

⁶⁰ Based on data from 146 TANF clients for whom the *Running Log of Interventions* form was submitted.

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=146)
	• Placed in employment (less than 30 hrs./wk)	9	6%
	• Utilization of assistive technology	3	2%
Financial Management Training	• Budgeting and money management	34	23%
	• Credit counseling	2	1%
Transportation	• Private transportation company	4	3%
	• Vouchers for public transportation	8	6%
	• Loan program to allow client to purchase vehicle	2	1%
	• Financial resources for vehicle repair/maintenance	6	4%

Employment

Of the 176 TANF clients served through the LD projects, 78% (n=137) were not employed at the time they began receiving services; 22% were. Of the 137 that were not employed, 37% (n=50) became employed at some point in time after beginning services. The average starting hourly wage was \$6.58 and the average number of hours worked per week was 32. Of the 50 employed after beginning LD services, 50% retained their employment for 90 days or more. Table 64 highlights the employment outcomes for each of the six LD projects.

Table 64 - Employment Outcomes by LD Project

Lead LDSS (n=6)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	Not Employed at Start of Services	Percent Employed after LD Services Initiated	Average Hourly Wage	Average Hours Worked per Week	Percent Retaining Employment for 90 days or more*
Arlington	9	6	0 / 0%	----	----	0 / 0%
Fairfax	7	6	1 / 17%	\$7.00	22	0 / 0%
Spotsylvania	67	44	18 / 41%	\$7.17	30	12 / 67%
Russell	58	52	16 / 31%	\$5.70	32	4 / 25%
Pulaski	28	24	14 / 58%	\$6.74	35	9 / 64%
Henrico	7	5	1 / 20%	\$7.55	16	0 / 0%

*Only includes those employed prior to April 01, 2002.

Transportation Projects

Transportation is a key issue in welfare and is often cited by welfare recipients as a barrier to employment. Inadequate public transportation and lack of personal transportation impede individuals' participation in pre-employment activities, attainment of work, and job retention. Non-traditional work hours and additional transportation needs for children are also issues, as well as employment absenteeism caused by unreliable transportation.⁶¹ As more and more companies move to the suburbs, spatial mismatch may also occur with jobs inaccessible (due to transportation gaps) to those who are in inner-city and rural communities.⁶² ⁶³ However, estimates of the prevalence of transportation as a barrier to employment are difficult to determine for a number of reasons, including unknowns about the supply of private vehicles, accessibility to public transportation, and availability of employment opportunities.

Clients in rural areas face greater transportation challenges. First, greater geographic dispersion requires longer commutes to available entry-level work. Second, rural residents have fewer public transportation options. Finally, rural communities sometimes have poor road conditions that limit the feasibility of public transportation.⁶⁴ Remote rural areas have additional challenges such as fewer employment opportunities and access to fewer programs that assist in the welfare to work transition.⁶⁵

Traditional transportation services have typically included vouchers for bus transit or gasoline. Other strategies include enhanced service capacity to improve public transportation by adding/expanding routes and hours of operation. It may also focus on increasing the supply of personal transportation through vehicle leasing or purchasing programs. For rural areas, private car ownership programs are the main strategy for addressing transportation needs.

⁶¹ Blumenberg, E. and Moga, S. and Ong, P.M. (1998). Getting welfare recipients to work: Transportation and welfare reform. Summary of Conference Proceedings. Proceedings of the UCLA Conference on Transportation and Welfare Reform. UCLA Faculty Club. Los Angeles, CA March 26-27, 1998.

⁶² Johnson and Meckstroth (1998).

⁶³ Dewees, S. (2000). Transportation in rural communities; Strategies for serving welfare participants and low-income individuals. Rural Welfare Issue Brief. Macro International Inc. Calverton, MD.

⁶⁴ Ibid.

⁶⁵ McKernan, S., Lerm, R., Pindus, N. and Valente, J. (2001). The relationship between metropolitan and non-metropolitan locations, changing welfare policies and the employment of single mothers." JCPR Working Paper NO. 192. Chicago: Joint Center for Poverty Research.

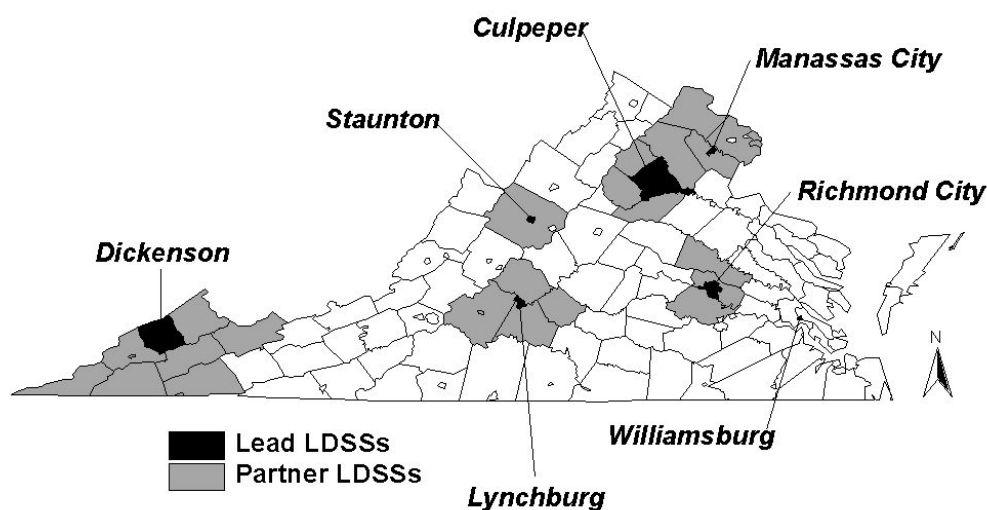
There were seven transportation projects funded through the TANF HtS initiative. Six focused on supporting individuals to obtain a car and one addressed transportation emergencies. The FY02 allocation across the 33 LDSSs involved was \$933,996. Table 65 identifies the lead and partner LDSSs involved, the financial allocations, and the number of clients served per project.

Table 65 - Allocations to and Clients Served by the Transportation Projects

<i>Lead LDSS (n=7)</i>	<i>Partner LDSSs (n=26)</i>	<i>FY 02 Allocation to Lead Agency</i>	<i>Number of TANF clients in the HtS Evaluation</i>
Manassas City	Fairfax, Loudoun, Prince William, Alexandria, Manassas Park, Arlington	\$225,600	0
Williamsburg City	-----	\$27,000	1
Lynchburg	Amherst, Appomattox, Bedford- Bedford County, Campbell	\$196,240	32
Staunton / Augusta	-----	\$20,000	4
Dickenson	Lee, Buchanan, Russell, Scott, Tazewell, Washington, Wise, Bristol, Norton City	\$236,379	77
Richmond City	Chesterfield, Hanover, Henrico	\$193,077	1
Culpeper	Fauquier, Madison, Orange, Rappahannock	\$35,700	30

With the exception of Williamsburg, the transportation projects were located in the western, northern, and central regions of the Commonwealth. The transportation projects involve the greatest number of LDSSs than any of the other project areas. Figure 10 illustrates the distribution of lead and partner LDSSs.

Figure 10 - Distribution of Transportation Projects



Brief Project Descriptions

All transportation projects supported the development of personal resources for transportation and, except for Lynchburg, focused on the purchase of automobiles. Lynchburg assisted individuals with emergency transportation interventions that helped individuals with car repair and maintenance, as well as temporary transportation to employment sites. By participating in these programs, TANF clients established credit and gained independence. With their own car, participants could obtain and retain employment. Also, they realized a new autonomy and could more easily take children to child day care, medical appointments and other locations. Below is a brief description of the transportation projects.

- **Culpeper's *Wheels for Work*** project provided vehicles to working families. It was operated out of the One Stop Career Resource Center. Participants chose between receiving a car ('as is', without warranty) through the *Wheels-for-Work* no-interest loan program or a free car from a community partner's *Donate-A-Car* program. Resources for the project came from several partners such as car donations from the County Sheriff's Department and inspections and repairs by Piedmont Technical School. The Culpeper Community Development Corporation, home of *Donate-a-Car* program, screened potential applicants and provided free cars to those meeting the criteria. Loan payments to *Wheels for Work* became a revolving fund to allow continuation of the program after the end of the grant.

- **Dickenson's** *Cars for Work/Keys for Success* project provided employed VIEW clients a no-interest, two-year loan to purchase vehicles for work. Payments were just under \$100 per month. VIEW workers screened and referred clients to the program operated by People, Inc. and their sub-contractor Rural Areas Development Association (RADA), both community action agencies. Project staff provided budget and credit counseling to participants and arranged for a loan (managed by the agency) and purchase of a car. People, Inc. collaborated with used car dealers, while RADA worked with the Regional Vocational School to rehabilitate donated or low-cost cars. A pre-existing Car Loan Pool was used and maintained by loan repayments. Through another program of People, Inc., clients were given the opportunity to participate in a savings program that matched saved dollars two to one.
- **Manassas' Family Loan Partnership** project, implemented in 1999, managed a car loan fund to provide interest-free loans to credit-worthy TANF clients for the purchase of vehicles and other related goods/services helpful for self-reliance. Northern Virginia Family Service, a key LDSS partner, managed the program, and LDSS staff screened and referred clients. Applicants had to meet eight eligibility criteria and be without other resources for loans. Family Loan staff reviewed and processed applications, and a Loan Review Committee of ten volunteers (professionals in business and finance) approved loans. Both First Virginia Bank and Family Services managed the car loan fund. In 2001, the LDSSs expanded the project by adding a foundation program -- *Vehicles for Change* – resulting in more partners and resources for cars.
- **Richmond's Wheels to Work (Great Cars)** project provided cars to employed TANF clients who needed a car to reach work and who could afford to cover car costs. A consortium of tax-exempt service organizations led by the Richmond Community Action Program accepted cars as donations and made them available to the project. LDSSs paid for repairs (except major work like engine or transmission replacement) and assisted clients with credit and legal issues, driver's licenses, vehicle insurance, and license fees.
- **Staunton/Augusta** used project funds to match a down payment on a car for VIEW clients who had at least three months of stable employment, sufficient income to cover monthly payments and car expenses, and attended the Extension Office's budgeting and car maintenance classes. The LDSS entered into a public/private partnership with two local dealerships to locate reliable used vehicles costing less than \$6000. Dealers made cars available through loans at 12% interest. VIEW staff screened and selected candidates for cars, provided credit counseling and other services, helped resolve legal issues, and assisted clients in getting a license. Though no warranty existed, both the LDSS and dealers helped cover car problems after ownership.

- **Williamsburg** established its *Vehicle Loan* program to help employed TANF clients who needed a vehicle due to the location of employment and could cover costs. VIEW and project staff provided credit counseling, assistance for credit resolution and driver education. The LDSS obtained cars at book value from several sources and established its loan fund at First Market Bank. The bank provided low interest (5%) car loans and managed them without cost to the project. Loans ran from 12 to 18 months, with a monthly payment no greater than \$80 to \$100. The LDSS served as guarantor of the loan, and repayments went back into the loan fund for future loans.
- **Lynchburg's** *Emergency Transportation Services Program* offered emergency assistance to low-income families with a transportation need so that family members could maintain employment. The community action agency Lyn-CAG operated the program for five LDSSs. Services included towing, general mechanical repairs, body work to pass inspection, limited cab service, limited bus passes, financial management counseling, and basic car maintenance training and materials. Engine and transmission replacement and other repairs were covered up to \$2,000. The project's full-time staff member provided ongoing case management and referrals.

Characteristics of TANF Clients Served

Of the 145 TANF clients receiving services through the transportation projects and participating in the HtS evaluation, 75% (n=106) were VIEW-mandated, 12% (n=17) were transitional, 8% (n=11) were post-transitional, and 6% (n=8) were exempt. Table 66 indicates the TANF status for clients served through each of the seven transportation projects.

Table 66 - TANF Status of Clients Served by the Transportation Projects

Lead LDSS (n=7)	Number of TANF Clients in the HtS Evaluation (Lead & Partner)	TANF Status				
		VIEW	Exempt	Transitional	Post- Transitional	Sanctioned
Manassas City	0	0	0	0	0	0
Williamsburg City	1	100%	0	0	0	0
Lynchburg	32	35%	21%	28%	17%	0
Staunton / Augusta	4	100%	0	0	0	0
Dickenson	77	100%	0	0	0	0
Richmond City	1	0	100%	0	0	0
Culpeper	30	47%	0	30%	20%	3%

Note: Percents may not add to 100 percent due to rounding.

The average age of TANF clients served through the transportation projects was 28. Nearly 90% were female. One-quarter of the clients were married. Sixty-two percent had at least a high school education. Table 67 highlights the demographic characteristics of the TANF clients served by each of the seven transportation projects.

Table 67 - Characteristics of the TANF Clients Served by Transportation Projects

<i>Lead LDSS (n=7)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>	<i>Average Age</i>	<i>Gender</i>		<i>Education</i>	
			<i>Female</i>	<i>Male</i>	<i>Less than High School Education</i>	<i>High School Education of Higher</i>
Manassas City	0	-----	-----	-----	-----	-----
Williamsburg City	1	25	100%	-----	-----	100%
Lynchburg	32	27	100%	-----	21%	79%
Staunton / Augusta	4	25	100%	-----	25%	75%
Dickenson	77	28	82%	18%	43%	57%
Richmond City	1	43	100%	-----	-----	100%
Culpeper	30	31	93%	7%	46%	54%

Barrier Status

Of the 145 TANF clients receiving transportation services, 98% were actually screened for transportation issues. Of these screened, 97% had a potential transportation problem. Although some clients receiving transportation services had multiple barriers to employment, the percent presenting with non-transportation barriers was less than that seen in other project areas such as substance abuse, education, and case management. This is not unexpected. To be eligible for transportation services, TANF clients typically had to demonstrate sustained employment, decent credit, and an ability to manage monthly car payments. Table 68 provides information about the number of TANF clients found to have potential barriers based on either self-report, observation, or secondary data in each of the seven transportation projects.

Table 68 – Percent of TANF HtS Clients Identified with Potential Barrier

LDSS	PERCENT OF THOSE SCREENED THAT WERE DEEMED TO HAVE POTENTIAL BARRIER														
	Lack of transport	Family issues	Low motivation	No prior employment history	Poor job retention history	Lack of child care	Domestic violence	Homelessness	Legal/criminal entanglements	Substance abuse	Low functional educational level	Physical disability	Mental health issues	Learning disability	Mental retardation
Manassas City	----	----	----	----	----	----	----	----	----	----	----	----	----	----	----
Williamsburg City	100%	0%	0%	100%	100%	100%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Lynchburg	97%	9%	0%	3%	38%	44%	29%	13%	29%	0%	3%	3%	0%	0%	0%
Staunton / Augusta	50%	0%	0%	25%	33%	0%	25%	0%	25%	25%	0%	0%	25%	0%	0%
Dickenson	99%	9%	3%	17%	18%	60%	9%	0%	21%	2%	6%	24%	32%	7%	4%
Richmond City	100%	100%	0%	0%	0%	100%	0%	100%	0%	0%	0%	0%	0%	0%	0%
Culpeper	100%	33%	13%	19%	31%	44%	24%	7%	27%	20%	0%	0%	33%	0%	0%
TOTAL	97%	13%	4%	14%	26%	51%	17%	6%	24%	3%	8%	15%	20%	4%	2%

NOTE: Information in this table pertains to TANF clients consenting to participate in the TANF HtS evaluation and who were screened for the barrier (total "n" varies by barrier).

As can be seen in Table 68, the three most frequently identified potential barriers for TANF clients served through the transportation projects were lack of transportation, lack of child day care, and poor job retention history. Although poor job retention is the third most frequently occurring barrier, the percent facing this barrier was less than that seen in other projects.

The fourth most frequent barrier was legal/criminal entanglements. The percent facing this barrier was higher than in other projects. This is particularly important given the nature of the transportation projects. Often, legal entanglements had to be resolved prior to getting a driver's license or a car loan.

Length of Services and Completion / Withdrawal Status

Seventy percent (n=101) of transportation project participants completed their program and 3% withdrew (n=5). Table 69 indicates, for each project, the number of TANF clients completing or withdrawing. In addition, the average number of days of service is provided for both those who completed and those who withdrew.

Table 69 - Completion / Withdrawal Status and Length of Time in Transportation Services

<i>Lead LDSS (n=7)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>		<i>Percent Completing Services</i>	<i>Average Number of Calendar Days to Complete Services</i>	<i>Percent Withdrawing from Services</i>	<i>Average Number of Calendar Days before Withdrawing from Services</i>
	<i>Total Served</i>	<i>Total Completing or Withdrawing</i>				
Manassas City	0	-----	-----	-----	-----	-----
Williamsburg City	1	1	1 / 100%	270	0 / 0%	----
Lynchburg	32	12	11 / 92%	110	1 / 8%	141
Staunton / Augusta	4	3	3 / 100%	56	0 / 0%	----
Dickenson	77	77	77 / 100%	29	0 / 0%	----
Richmond City	1	1	1 / 100%	35	0 / 0%	----
Culpeper	30	12	8 / 67%	258	4 / 33%	352

NOTE: Completion and withdrawal information is only available for those having completed or withdrew from services on or before June 30, 2002.

Other Services Received

Of the 145 TANF clients participating in the seven transportation projects, 14% also received other services funded through the TANF HtS initiative. Unlike other projects, few clients were referred for evaluations and diagnostic activities, mental health counseling, or employment counseling or job search. Again, this is not unexpected given the criteria for participation in the transportation projects. Unlike other projects, TANF clients were more likely to have received assistance with budgeting and money management, credit counseling, and loan procurement. Table 70 indicates the types of services, regardless of funding source, received by TANF clients served through the transportation projects.

Table 70 - Interventions Received by TANF Clients Served through Transportation Projects⁶⁶

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=109)
Referral for Evaluation and Diagnosis	• Situational assessment	0	0%
	• Vocational assessment	1	<1%
	• Educational assessment	0	0%
	• Mental illness	4	4%
	• Substance abuse issues	4	4%
	• Learning disability	2	2%
	• Physical disability	0	0%
	• Mental retardation	0	0%
	• Acute illness or untreated chronic disease	0	0%
Counseling	• Mental health counseling - individual	3	3%
	• Domestic violence counseling – individual	0	0%
	• Substance abuse counseling – individual	0	0%
	• Substance abuse counseling – group	2	2%
	• Family counseling	0	0%
	• Mental health counseling	0	0%
	• Domestic violence counseling – group	0	0%
Education	• Vocational training / job skills training	1	<1%
	• GED program	1	<1%
	• Basic Adult Education (5 th to 8 th grade)	0	0%
	• English as a second language program	0	0%
	• Associates degree program	0	0%
	• External Diploma Program	0	0%
	• Family literacy	0	0%
Employment-Related Interventions	• Employment counseling	10	9%
	• Job search (e.g., resume development, interview training)	11	10%
	• Placed in employment (30 hrs./wk or more)	2	2%
	• Job coach / job mentoring (short-term, pre-employment to less than 1 month post-employment)	0	0%

⁶⁶ Based on data from 109 TANF clients for whom the *Running Log of Interventions* form was submitted.

Intervention Group	Intervention	Number Receiving Intervention	Percent of Total (n=109)
	• Job coach / job mentoring (long-term, greater than 1 month post-employment)	1	<1%
	• Placed in employment (less than 30 hrs./wk)	0	0%
	• Utilization of assistive technology	0	0%
Financial Management Training	• Budgeting and money management	84	77%
	• Credit counseling	82	75%
Transportation	• Private transportation company	2	2%
	• Vouchers for public transportation	1	<1%
	• Loan program to allow client to purchase vehicle	93	85%
	• Financial resources for vehicle repair/ maintenance	10	9%

Employment

Of the 145 TANF clients served through the transportation projects, 40% (n=58) were not employed at the time they began receiving services; 60% were. This is interesting given the fact that the majority of transportation projects required that employment be a prerequisite for loan consideration. Of the 58 that were not employed, 53% (n=31) became employed at some point in time after beginning services. The average starting hourly wage was \$6.09 and the average number of hours worked per week was 32. Of the 31 employed after beginning transportation services, 65% retained their employment for 90 days or more. Table 71 highlights the employment outcomes for each of the seven transportation projects.

Table 71 - Employment Outcomes by Transportation Project

<i>Lead LDSS (n=7)</i>	<i>Number of TANF Clients in the HtS Evaluation (Lead & Partner)</i>	<i>Not Employed at Start of Services</i>	<i>Percent Employed after Transportation Services Initiated</i>	<i>Average Hourly Wage</i>	<i>Average Hours Worked per Week</i>	<i>Percent Retaining Employment for 90 days or more*</i>
Manassas City	0	0	-----	-----	-----	-----
Williamsburg City	1	1	1 / 100%	7.00	24	1 / 100%
Lynchburg	32	20	5/ 25%	6.99	26	4 / 80%
Staunton / Augusta	4	4	4/ 100%	6.57	34	4 / 100%
Dickenson	77	22	21 / 96%	5.74	34	11 / 52%
Richmond City	1	1	0 / 0%	-----	-----	-----
Culpeper	30	10	0 / 0%	-----	-----	-----

*Only includes those employed prior to April 01, 2002.

VIII. SUMMARY OF KEY FINDINGS

1. Eighty LDSSs participated in the TANF HtS Initiative. Approximately \$7 million was allocated across agencies in FY02; roughly \$4.4 million was expended. A total of 2,834 TANF clients received services through the TANF HtS initiative. There were also additional funds – about another \$600,000 allocated and \$500,000 expended; this included \$382,000 allocated to and completely expended by DMHMRSAS projects.
2. Many LDSSs reported challenges in implementing their project related to one or more of the following: short implementation period, hiring and/or assigning staff, identifying local service providers, and identifying TANF clients that could benefit from participation in HtS programs.
3. LDSSs varied in their approaches to barrier detection. Some LDSSs relied, in large part, on client self-report while other LDSSs implemented comprehensive screening and assessment activities that covered many different barriers to employment. This is a critical finding because a client's success in employment is directly related to an accurate assessment of his/her barriers to employment.
4. Approximately 70% of the TANF clients participating in the HtS evaluation had between two and six barriers to employment; 21% had more than six barriers. The most common barriers to employment were lack of transportation (65%), poor job retention history (60%), lack of child care (54%), and mental health issues (43%). The least frequently occurring barriers were mental retardation (6%) and homelessness (12%).
5. Ongoing case management, employment counseling, and job search were the three most frequently occurring services for TANF clients participating in HtS programs.
6. For VIEW clients participating in the TANF HtS initiative, the average length of time from VIEW enrollment to employment was 57 days with a median of 42 days.

7. Food service was the most frequently occurring occupation type for TANF clients followed by cashier / teller, housekeeping / janitorial, and production work / assembly.
8. Of the 851 TANF clients employed prior to April 01, 2002, 75% retained employment in the first quarter, 86% retained their employment in the second quarter, 93% retained their employment in the third quarter, and 97% retained their employment in the fourth quarter. This suggests that a critical period for employed clients is the first three months after entering employment. Due to the relatively short duration of the study, it is suggested that VDSS continue to track evaluation participants, and the VIEW population as a whole, to determine their long-term employment outcomes.
9. Findings indicate that TANF clients with a greater number of barriers are less likely to obtain employment at all as compared to their counterparts with fewer barriers to employment. The number of barriers not only impacts job retention but also one's ability to obtain a job. Findings also indicate that the most significant gains in wages and hours between pre- and post-HtS program enrollment was experienced by TANF clients with no barriers to employment. As the number of barriers increased, the gains in terms of hourly wage became smaller. For those with seven or more barriers, the average number of hours worked per week was slightly less than they were before the receipt of TANF HtS services. The TANF HtS initiative was intended to address the needs of individuals with multiple barriers to employment. However, preliminary analysis of a time-limited initiative seems to suggest that the greatest impact in terms of employment in the short-term was on clients with fewer barriers to employment. Further study is needed to validate this finding.
10. Statewide, wages were \$0.50 higher for TANF clients employed after their participation in the HtS initiative as compared to those employed before (\$6.08 versus \$6.58). TANF clients with the fewest number of barriers made the most significant gains in wages. Clients with multiple barriers also achieved wage gains.

11. For TANF clients with one or more barriers to employment, there was essentially no difference in the number of hours worked for those employed before their participation in the TANF HtS initiative as compared to those employed after. However, TANF clients with no barriers that were employed after their participation in the TANF HtS initiative tended to work, on average, five more hours per week than their counterparts employed prior to participation in the TANF HtS initiative.

APPENDICES

Appendix 1

Appendix 2

Appendix 3

Appendix 4

Appendix 5

Appendix 6

Appendix 7

Appendix 8

Appendix 9

Appendix 10